



NORTHWEST TERRITORIES

THE COUNCIL OF THE NORTHWEST TERRITORIES

---

TWENTY - FOURTH SESSION

---

Ottawa, January 14 - 24, 1963

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VOTES AND PROCEEDINGS

Published under the authority of  
THE COMMISSIONER OF THE NORTHWEST TERRITORIES  
Ottawa, 1963  
Price 65 cents



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FOURTY-FOURTH ANNUAL REPORT

1962-63

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OTTAWA, JANUARY 14, 1963

3 o'clock P.M.

The First Session of the Council for the year 1963, being the Twenty-fourth Session of the Council of the Northwest Territories, was convened in Ottawa, at 3:00 o'clock P.M. on Monday, January 14th, 1963.

All members were present.

PRAYERS.

The Commissioner addressed the Council. The Commissioner said:

Members of the Council  
of the Northwest Territories:

It is my pleasure, first of all, to welcome you to this twenty-fourth session of the Council of the Northwest Territories. At this season of the year, it is customary and appropriate to review the progress made and the milestones passed in the year just completed. This is also a good time to try to assess the prospects for the future.

Nineteen sixty-two brought reasonably satisfactory progress for the Northwest Territories. While there were few entirely new developments, several projects which have been assigned a high priority by the Council and by the Administration moved ahead. Some of these do not fall directly within the immediate legislative responsibility of this Council, but we are nevertheless concerned with their wide implications for the prosperity of the Territories and the well-being of the residents of the north.

Certainly the most important physical development of the past year has been the beginning of construction on the railway to Great Slave Lake. Work on this started last February, and I am informed that, by the end of last summer's construction season, trains were running as far north as the town of Manning, Alberta, more than 70 miles north of Grimshaw. The clearing and preparation of the right-of-way is proceeding well in advance of the steel. There is every indication that, in the coming seasons, the construction of this important railway line will be pressed vigorously to completion.

I have spoken many times in this Council and elsewhere of the great importance of the railway to the development of the Territories. The railway itself will be an important source of employment and income to territorial residents. It will make possible the establishment of a new town at Pine Point. The employment opportunities offered by the construction of the town, and by the mining and service enterprises associated with it, will be very substantial. Perhaps more important, the railway will bring the head of steel more than 400 miles closer to the centres of consumption in the Territories. This great improvement in transportation service should mean lower costs both for industrial enterprises and for consumers, and should accordingly make it possible to bring into production resource deposits which cannot quite carry the present high costs of northern operations.

While by no means of the same importance as the railway, the opening of a new winter road to Fort Smith through Wood Buffalo Park represents an important new facility for the residents of that community. This new route reduces by more than 100 miles the distance which vehicles from the south must travel to reach Fort Smith. I know that members of the Council will share my hope that, before too many years, we will see an all-weather road to Fort Smith following this route.

In 1962 also, a new mine came into production at Tungsten in the Mackenzie mountains. Prospecting for minerals, and the staking of new claims, expanded beyond the levels established in recent years, and substantial sums were again spent in the investigation of the oil and gas potential of the Territories.

Unfortunately, one cannot expect to get through any year without some set-backs. One such occurred with the outbreak of anthrax in the buffalo herds north of Fort Smith. This made it necessary to restrict access to the area of the outbreak, to cancel the sport hunting season, and to spend substantial sums on control measures. While all reasonable steps have been taken to prevent a recurrence of the outbreak, only time will tell whether the controls have been successful. Despite the loss of the buffalo hunt, the Northwest Territories recorded the best year for the tourist industry in our history. I will refer to this again later in this address.

During the year, the Council's proposals for the creation of new territories in the north and for increased local responsibility in government were considered by the federal authorities. Members of the Council will be aware of the passage in the Speech from the Throne, in which members of the Parliament of Canada were informed that:

"Measures will be placed before you to provide for the division of the Northwest Territories into two territories, and to provide more self-government for the residents of that area as a step toward the ultimate creation of new provinces in Canada's great north."

At this session, the Council has been asked by the Minister of Northern Affairs and National Resources to give further consideration to certain aspects of the government of the new eastern territory, and to make recommendations in this regard.

This Council has always seen its responsibilities primarily in terms of the wishes and the well-being of the people of the Territories. We have recognized the diversity of economic and ethnic groups in the population. Since our legislation is equally applicable to all residents, we have tried to make it equally relevant to the needs of each group. The Council has been particularly concerned with the interests of the young people of the Territories, recognizing that the future of the Territories depends in large measure on the people who are now in our schools, or who have recently left them.

The federal census of 1961, from which detailed results are now becoming available, is accordingly of great importance in attempting to foresee the kind of problem which the Council - or its successors - will have to face in coming years. The census figures are the raw material of policy-making. While the full detail is not yet available, especially from the supplementary census conducted by the Department of Northern Affairs, we can already see certain trends and characteristics which will be of great significance for our planning.

Before getting into the figures, I should perhaps point out that the census results are essentially conservative as far as the Northwest Territories are concerned. They are intended to include only those people who consider themselves residents of the Territories. Thus many servicemen, DEW Line employees, and transient workers are not included in the figures. Similarly, within the Territories, children living in school hostels are included in the statistics for the census district in which their families live, rather than in the figures for the settlement in which the hostel is located. With these qualifications, I think that the census figures are the best record that can be obtained of the numbers, distribution, and character, of the population of the Territories.

The census shows some surprising trends. In 1961, the population of the Northwest Territories was just short of 23,000 (22,998). This represents an increase of 43 per cent over the 1951 figure of 16,004. During the same period, the population of Canada as a whole increased by only 30 per cent. The rate of increase in the Territories was greater than in any province, and was exceeded only by the Yukon.

The distribution of the increase is also of interest. Mackenzie District grew from just over 10,000 people (10,279) to almost 15,000 (14,895). Thus the population of the district increased by about 45 per cent over the 10-year period - roughly the same rate as the population of the Territories as a whole. The District of Franklin showed the greatest increase, from 3,400 to more than 5,700, giving a percentage increase of over 62 per cent. During the same period, the population of Keewatin remained virtually unchanged at about 2,300.

The census breakdown of the population into ethnic groups shows that the number of people of Indian status increased by about 40 per cent over the decade. Since the whole population increased at about the same rate, the proportion of Indians remained unchanged at about one-quarter of the total. The Eskimo group also increased, though at a substantially slower rate. There are now almost 8,000 Eskimos living in the Territories, an increase of 15 per cent since 1951. The proportion of Eskimos in the population dropped, however, from about 43 per cent to just over one-third.

While one cannot be certain, it seems probable that the slower increase in the Eskimo population was in the years immediately after 1951. At that time health services were much less adequate than they are now and the death rate was certainly higher. From our vital statistics we know that the rate of natural increase among the Eskimos in the last few years has been very high indeed. I suspect, therefore, that the rate of increase for the Eskimo population as shown by the census is much less than the rate of increase that is actually now occurring.

The third group, which the statisticians list as the "others" showed the largest increase, from 5,300 to 9,700. This works out to about 83 per cent. In 1951, the "others" made up about a third of the population; in 1961, they were almost 42 per cent.

Perhaps the most significant figures for this Council have to do with the average family size, and the age of the population. Over the 10-year period, family size has increased from 3.9 to 4.3. In the same period, the national figures have increased only from 3.7 to 3.9. It is thus apparent that families are substantially larger in the Territories than they are across Canada. With improved housing and medical services, which should reduce substantially the rate of infant mortality in areas where it is high, it seems likely that this trend to larger families will continue in the foreseeable future.

Not only will we have larger families in the Territories, but it is quite clear that, in the next decade or two, we will have many, many more families. Almost half the residents of the Northwest Territories are now below voting age. For those who like precise figures, the median age of the population is 21 years, 5 months. Canadians as a whole are about five years older, on the average. One does not have to be a statistician to appreciate that this low median age means that our population is going to continue to increase very quickly over the next ten or twenty years at least.

The impact of these figures is increased when one looks at a more detailed breakdown. There are almost 4,000 children in the Territories who are not yet 5 years old (3,890). In the 5 to 9 year age group, there are less than 3,000 (2,924). In the 10 to 14 age group, the figure is below 2,500, and the 15 to 19 age group, it is only about 1,700. The implications of these figures for education in the near future, and for employment in the more distant future, are obvious and almost frightening.

We have been fortunate in the Territories, since most of our schools have been built very recently, and it has been possible to design them to meet the requirements which could then be foreseen. Indeed, we were occasionally criticized for over-building. Despite this, many of our schools are already bulging. It was said that the new Inuvik school would not be filled for many, many years; instead, we find that we will have to use eight temporary classrooms at Inuvik next year. At many other centres temporary classrooms, or extensions to existing permanent facilities, are urgently required. In passing - and this is by no means a complete list - I mention Fort McPherson, Fort Norman, Spence Bay and Pond Inlet.

Not all of this pressure comes from the rising population. Children are staying in school longer, and this is exactly what we hope that they will do. Children who could not attend school at all in the past are now appearing in the classroom, and this again reflects a policy which has been discussed many times in this Council. Nevertheless, there are four toddlers playing in the Territories right now where just five years ago there were only three. It is quite clear that we are going to have to build a great many more classrooms. Our resources will be taxed to the limit to provide these children with the education that they must have if they are to enjoy satisfying and productive lives in our modern northern society.

I mentioned that we want the children to stay in school longer. Both in the north and in southern Canada, there is abundant evidence that, in very large measure, the unemployed are the under-educated and under-trained. Because our school system only recently began to reach the majority of the children in the Territories, most of our pupils are now in the junior grades. Many of them have the capacity, and must be offered the opportunity, to progress to high school and beyond as the years go by. Accordingly, I commend to the Council's attention the Reference for Advice on higher education which will be considered during this session. The policies established in this field will have exceedingly far-reaching implications for many of the children now in our schools, and for many others who will enter school in the years to come.

Since education in the Northwest Territories is of such importance for the future, it has been of assistance to have the comments and suggestions of the Royal Commission on Government Organization on our program and arrangements. The Commission has expressed views on a number of matters and all are being considered with care in order that we may derive as much advantage as possible for our school system. In some respects I think the comments themselves emphasize the complexity of devising a completely satisfactory program of education for a community such as the Northwest Territories. Our Territories constitute the only area in all of Canada where an educational system must deal with almost equal numbers of children of three races living under conditions that vary from those of the most isolated Eskimo settlement, in which the people follow pursuits little removed from those of their forefathers, to towns and villages that are scarcely different from those in the most populous areas of Canada. Our schools embrace the grade levels from I to XII. The system must try, within itself, to provide for the needs of children whose background, homes and environment differ as widely as it is possible to conceive. With such complications it is not surprising that the Commission appears, in some respects, to have misunderstood both the problems themselves and the measures being taken to deal with them.

The Commission has questioned the wisdom of trying to devise a curriculum for northern education that is especially adjusted to conditions there, although at the same time they have urged that the program should be practical. I think members of the Council who are familiar with the widely differing circumstances throughout the Northwest Territories to which I have referred will find it difficult to agree that a program can

be practical that is not carefully adapted to the circumstances of the area in which it is to apply. Each province of Canada has its own curriculum for its own children. No doubt there is value in this, and yet it is quite apparent that practical conditions vary much less from province to province than they do from the provinces to the Northwest Territories or within the Northwest Territories itself. Members of this Council have on more than one occasion stressed the importance of adapting our curriculum to the practical requirements and circumstances of the north. I think it will be the wish of the Council that this program should continue and, if anything, be prosecuted with more vigour than in the past.

A second respect in which the Commission does not appear fully to understand our educational system is with regard to the complete integration that we have among the children of all races. The Commission has suggested that our school system for Eskimo and Indian children does not take account of the advantages of integrating their education with the facilities available to the general population. As members of the Council are well aware, there are in fact no facilities at all for the "general population" as distinct from Indians and Eskimos. Our school system is a single system. It is not partially integrated or in the process of integration; it is totally integrated and has been for several years. There was a time when Indian and Eskimo children attended schools - in so far as they attended schools at all - that were to some degree distinct from the schools for children of other races. I think we in this Council have been particularly proud that that condition no longer exists anywhere in the Territories; that there are no schools for Eskimos or for Indians or for "others" and that there are simply schools for all, regardless of race. We have felt that this is an important feature in the training of the members of a population that must, in the years ahead, live and work together with no consciousness of racial differences if the development of the Territories is to redound to the advantage of all its people.

Our growing population and our growing school population have implications for employment of which all Members of this Council will be aware. Within the compass of this address, I cannot now discuss this question adequately. I would like however to mention particularly the valuable work of the Vocational Training Advisory Committee which met last November in Yellowknife under the chairmanship of our colleague, Mr. Gall. It is most encouraging to see the major employers of the community participate in finding solutions to the problem of placing the graduates from our schools. This is not entirely a government problem. The government cannot hope to find solutions by itself. This committee is doing a job that government cannot possibly do and exemplifies one way in which local opinion and experience are brought to bear on vocational education policy. I hope that the Committee's work will continue and expand in the coming years.

I mentioned earlier that 1962 was a banner year for the tourist industry. The number of tourists visiting the Territories rose from 1,300 in 1961 to an estimated 2,200 last year. In 1962, tourists spent about \$850,000 north of the 60th parallel. While these figures are both estimates, I understand that they are reasonably accurate, and that any error will be on the conservative side. A travel survey will provide more precise figures in 1963.

This represents a phenomenal growth of the travel industry in very few years. The number of tourist camps has increased from one in 1958 to 13 in 1962. The number of motels and hotels has increased over the same period from 9 to 11 and a number of establishments have improved their facilities. There are two new boat rental or charter agencies.

New tourist camp construction levelled off in 1962, following rapid growth in 1960 and 1961. Only one tourist camp opened last year; a tent camp operated by the Coppermine Eskimo Co-operative. After the very successful season of 1962, further expansion is expected next year. In the future, we expect greater emphasis on tourist camps catering to visitors who travel to the Territories by highway.

It is perhaps not always sufficiently realized that the tourist industry is like a retail store; sales and profits can be increased by good service, by a reasonable pricing policy, and by intelligent promotion. In other words, business does not just come - it must be built up. It is encouraging to see the action which the tourist industry in the Territories has taken in this regard.

Members of the Council will recall that a program of matching grants to encourage tourist development projects was approved by Council and established in 1961. The Yellowknife Board of Trade has been active in local tourist development activities and has obtained grants in 1961 and 1962 to publish literature and to operate a municipal tourist information centre.

The Northwest Territories Tourist Association was formed in 1960. Its annual conferences provide an opportunity for individuals and organizations with an interest in tourism to exchange ideas and information, and to present to government the views of the industry. In addition, in 1962, the association operated a tourist information centre on the Mackenzie Highway near the Alberta border.

Promotion of the industry has also benefitted from the establishment, early in 1960, of the Northwest Territories Tourist Office. This agency, which is financed jointly by the federal and territorial governments, serves the Territories like a provincial travel office. While it is perhaps difficult to relate promotional efforts to tourist traffic, it is significant that the number of enquiries from prospective visitors received by this office has increased tenfold, from about 20 a month in 1960 to between 150 and 200 a month at the present time.

In addition to its promotional role, the Tourist Office has encouraged a number of experimental projects to investigate new attractions for tourists in the Territories. Those projects which prove successful will be turned over to Eskimo co-operatives or other forms of private enterprise. Experimental seasons have been opened for sport hunting of sea mammals, including ringed and bearded seal and white whale or beluga. Outfitting and guiding sport hunters is an additional source of revenue for residents of the areas involved.

The Office has also assisted in the production of two tourist promotion films, one in 1961 and another in 1962. More than 150 prints of the first film are now in circulation throughout North America, and are contributing to the rapid growth of interest in angling in the Territories. Other promotional efforts have included production of four new pamphlets dealing with various phases of travel in the Territories.

The result of all these efforts and of highway construction and other transportation improvements has been that the tourist industry has grown from an estimated 600 visitors spending \$350,000 in 1959 to the 1962 figures I mentioned - 2,200 visitors and \$850,000 spent. In the Reference for Advice on tourism submitted to the Council at the January session two years ago, it was predicted that expenditure by visitors would pass the million dollar mark by 1965. This estimate was based on a target of 5,000 visitors. It is now quite clear that the million dollar objective will be passed very easily before 1965, and the 5,000 visitor figure should be reached.

Members of the Council of the Northwest Territories, eight bills will be laid before you, including Supplementary Appropriation Ordinance, No. 2, for the fiscal year 1962-63, and the main Appropriation Ordinance for the coming fiscal year 1963-64. The proposed amendments to the Co-operative Associations Ordinance have been reviewed in the light of Council's discussions at Cape Dorset last August, and revised amendments will be presented for your consideration. A new ordinance dealing with fitness

and amateur sport also reflects discussions at the July, 1962 session. Amendments to the Insurance Ordinance and the Motor Vehicles Ordinance will be presented; both of these bills complete series of amendments which have been considered by the Council at previous sessions. An amendment to the Low Cost Housing Ordinance has been drafted to extend the eligibility for loans. Another bill provides for the grant of a telephone franchise at Aklavik.

In addition to the legislation, your advice will be sought on a number of questions of importance to the Northwest Territories. The Reference for Advice on higher education has been mentioned earlier. The References for Advice on a name for the new eastern territory and on a public utilities board reflect discussion at earlier sessions of this Council. You will also be asked to consider the boundaries of a possible fifth constituency for the proposed new Mackenzie Territory. The proposed division of the Territories also gives rise to the question of the disposition of the mace and other territorial symbols and properties. Finally, your advice will be requested on the time and place of the next session of Council.

Members of the Council of the Northwest Territories, I trust that our deliberations and our actions may be in the best interests and for the lasting benefit of the people of the Territories, whom it is our privilege to serve.

Mr. Smith moved that the Council express to the Commissioner its appreciation for his Opening Address. Mr. Smith said:

Mr. Commissioner: Though I am honoured that you should have invited me to speak first in this debate, I propose not to attempt to talk on the vast range of subjects before us. That can most usefully be done by the elected members who come from the North with things to tell, with questions, with criticisms. I will instead concentrate on one matter that is perhaps a little within my ken. I have spoken briefly in Council before of my belief that poor communications between the people of the North, and this Council and its Administration, is a great obstacle to success in our endeavours. I beg to stress it today.

By poor communications I don't refer to slow mail, faulty telegraph or bad radio reception. I refer to the difficulty the Eskimo, the Indian, and the white man in remote places, have in telling us of how they want to live and work and play. I refer to the difficulty your Administration must have in telling them of your laws and regulations in terms they can understand, and to the greater difficulty of explaining to them why we have made such laws and regulations.

I think, Sir, that Council and Administration underestimate the wall or gulf that exists between the sidewalks of Ottawa and the ice floes or the barrens or the deep woods of our constituency. (And may I make very clear that my remarks are not designed to enlarge a public relations division but to enlarge the imagination of all in the department as to the need to know and be known.)

It is noteworthy that each Session we have papers on how to combat permafrost or how to preserve the caribou. Our experts work devotedly on clearing icebergs from vital channels, on designing roads where only the imagination seems equipped to travel, on making grains and vegetables grow where Nature had furnished only scrub. We have gone far, as Leacock might have said, towards moving the North South. Our best work, it may be, has been against nature.

Have we, I wonder, been as successful with human nature?

Have we devoted adequate time and pains and expert knowledge to acquainting the people of the North with what we have been about and what we plan to do? Have we given adequate effort to telling the rest

of Canada about the North -- not just about its ice and cold and its tourist attractions, but about the deep and delicate problems that all Canadians are facing in the North? We are trying to make a new place for the Indians and Eskimos of our land while seemingly being obliged in the meantime to destroy or at least greatly change what place they had worked out in centuries gone by. I wonder if we sufficiently impress Canadians of North and South -- and ourselves -- that our task is a continuing puzzlement and that we dare not pretend to know all the answers.

Sir, I hope I am not just churning the air with generalities. I believe, at any rate, that the Members of Council from the North will find some reality and foundation in my uneasiness.

I do not know the North, though I have been in the Eastern Arctic and down Mackenzie River a way. On those occasions I have repeatedly noted that such troubles as arose with Eskimo, Indian, halfbreed or what sprang mostly from their lack of knowledge of the law or regulation, or lack of understanding of its aims. I have noted in Council discussions, too, that more often than not the root of problems the Department's officers have brought to us has been not in policy, deed or intent but in lack of mutual understanding between the government and the governed.

If the law says the Eskimo must send his boy to school, his family misses his services in hunting. If we educate the Eskimo boy to read and write and to perform what we choose to call civilized work are we assuring we will have work for him to do? And if not, have we taken from him his native cunning in hunting and left him so that, as the Bible has it, the last state of that man is worse than the first?

When some Eskimos asked Council last Summer what was to happen to the young people when they finished school one of our number replied in effect that this very doubt was in the minds of all parents anywhere in Canada and that there could be no certain answers.

That is true, of course; but it isn't an imaginative answer. For it seems to equate the uncertainty about a teenager in Ottawa to that of a teenager on Baffin Island. In Ottawa the fellow stands his chance in a way of life, a community and an economy that have been his and his people's for generations and in which his chances equal those of anyone else. It is not so in Baffin Island, and we must eternally keep that in mind. It is not so with the Indians on the Liard River or, say, in that area bearing the so disenchanting name Dismal Lakes.

At a council of Indians on the Mackenzie I heard similarly confounding accounts of what the Game Laws meant to a people being benevolently hindered from following the ways of their fathers and grandfathers. As near as I could guess the laws seemed sound, and were devised to be helpful. But little or no such understanding of them had been given to the Indians.

Now I want to make clear, Sir, that in all this moaning down the wind I am not wishing to imply that I have a better set of ideas as to what we should do with and for the people of the North. If I may say so it seems to me you and your Administration compose a body of unusually fine knowledge, understanding and devotion. If there is fault I believe it is not so much in what we are doing as in how we make known what we are doing and why we are doing it.

I will venture a little closer to criticism and wonder, too, whether even what we are doing could not be improved if it were based on a still more intimate and continuous conversation with the people of the North. I have observed, for instance, that a letter or brief from people in the North seems sometimes to hang about an unconscionable time before gaining an answer.

And do we, I wonder, answer criticisms in the most useful way. Just last week a Member of Parliament stated that Eskimo children lived in



worse conditions than pigs in a sty. I hope that is an exaggeration, but I wonder if the Administration concentrated on resenting the criticism or did it plunge at once to investigate the complaint and see if some remedial action was required, and possible?

Mr. Commissioner, in the peculiar circumstances of the task of administering the North I think we should all grasp eagerly at all questions and complaints. Some may be mad as March hares, but even the maddest probably discloses where something has gone wrong or has seemed to go wrong. And if it has seemed to go wrong to those who live there then something is at fault -- if only our communications. A cry from the North, whether in sadness or rage, should flash a red light on our panel board as demanding of investigation as though it were a pilot's altimeter needle in violent plunge.

Mr. Commissioner, our remoteness from Eskimos and Indians is more than mileage, more than ice and snow. It is race and culture and nature. It is, in a way, centuries. I know we cannot expect to be right in all our dealings with them. I know that down through the decades the problem of bringing government to the North has been belaboured by all manner of difficulties -- economic, geographic, climatic. Indeed, in describing the administration of the Northwest Territories as it was as recently as 1941 you yourself have said elsewhere -- most delightfully -- that it had achieved such an "amiable chaos" that it was almost impossible to compile reliable statistical information on revenues and expenditures.

But with respect I submit that the crucial decisions you and we must make these days may lead to something far greater than administrative or statistical chaos, amiable or otherwise. It is human chaos we risk. And I know I am not alone in my concern; -- you have said frankly that future employment and education implications are "obvious and almost frightening". The future of the Eskimo race is pathetically uncertain.

The Indians of our North seem to be torn between the hard and often uneconomic life of the hunter and tossing themselves up unto the shiftless life of day labour in communities where poverty and prejudice tend to wither their stature beyond bearing in their own eyes or ours.

I confess I can contribute little to your work and that of your administration for it is, I am convinced, best left in the hands of experts or at least those experienced in the field. I am awed by your task. But touching slightly on the realm of my own training I urge that we redouble our efforts to know these strangers and to make ourselves known to them. For "strangers" they are to us, and we to them, no matter what we may profess in the parchments of constitutions or people's rights.

Touching then for what I believe to be good reasons on only this aspect of Northern Affairs I have pleasure nonetheless in moving that the Council express to the Commissioner its appreciation for his Opening Address.

Mr. Kaeser seconded the motion of appreciation. He said:

Mr. Commissioner: In seconding the motion of appreciation, may I first of all express my sincere thanks to you and to my colleagues in making it possible for me to attend the last session of the Territorial Council at Cape Dorset so soon after my election to the Council. This kind gesture on your part has enabled me to acquire some first-hand knowledge of the functioning of the Council in its contributions toward the betterment of conditions in our Northwest Territories.

I would like to state how privileged I feel to second Mr. Smith's motion, and to be working with him on our common problems. As you all

know, he was unable to attend the Cape Dorset meeting and therefore I did not have the pleasure of making his acquaintance there. I feel more than a little hesitant at speaking directly after Mr. Smith's most able address but I feel I am among friends who, I am certain, will be tolerant with me.

#### The Mackenzie South

First, may I introduce you briefly to my constituency - Mackenzie South. This constituency comprises approximately one-sixth of the whole Mackenzie area but population-wise we have 4,500 people, or a quarter of the population. About two-thirds, or 3,000 are of native origin. The economy of my constituents is mainly the harvesting of renewable resources, namely fishing, trapping and forestry. These people as I shall explain later in my remarks on education, constitute a large reservoir of untapped and mainly under-developed human resources.

As you know gentlemen, the development hitherto in the Territories has been mostly through the expansion of government services and I feel that we have possibly neglected the development of the basis of any healthy economy -- our human resources.

#### Fort Smith - The Capital

Right away I would like to express the satisfaction and gratitude of the people of Fort Smith at the honour you have conferred upon them by selecting our town as the future capital of the Mackenzie Territory, thus ending a period of doubt and uncertainty. You can rest assured that we will endeavour to justify the confidence that you have placed in our town and community in selecting it as the capital of the new Mackenzie Territory.

#### Economic Planning

I do not feel the increase in the economy has kept pace with the rapid population growth of the past decade. I believe lots of thought has been given to our economic planning but I must confess there is room for improvement. Winter works projects should be better planned and directed more towards more useful permanent benefits.

#### Natural Resources

Fishing: I would like to state categorically that too much emphasis is placed on mining to the comparative exclusion of natural and renewable resources such as fishing, trapping and forestry. The harvesting of commercial fish in Great Slave Lake alone exceeded one million dollars in the past fiscal year. Most of the commercial fishermen originate from outside the Territories and this, of course, is understandable as the initial capital investment is beyond the means of the average local resident. As you will recall from our last session at Cape Dorset, an Act was passed whereby assistance was made available to enable residents to build better housing. I feel that we should at this time give serious thought to providing similar financial assistance in the fishing industry to residents who, by virtue of their economic conditions, are unable to participate in this lucrative occupation. The Department of Fisheries has made a comprehensive study of the fish resources in our territory and they find that there is an abundance of fish for commercial and sporting purposes as well as for domestic use. At the present time, only 35% of the total force employed in the fishing industry are local and the rest are from the outside. Although this has merit in bringing population into the territory, our basic problem is to increase work opportunities for our own people. At our last session it was brought out strongly that a big percentage was waste fish which was left on the ice. I have looked into this carefully and have found out that fish previously considered as waste fish can now be

readily marketted. For instance, the innconu is now being processed as a smoked fish and is gradually displacing the Manitoba goldeye, while the jackfish has found markets as far away as Germany and France. There is still waste fish being left on the ice by the fishermen. However, we must realize that once a fisherman has caught a fish it becomes personal property and the onus of disposal is his. I feel that there are still many potential uses for these waste fish which I should like to see the object of further research and survey by the government. For instance, I feel that this waste fish could be processed in the territory and used for the development of mink ranches and other similar uses. I feel strongly that fishing should be recognized as one of the mainstays of the economy of our Northern people. In this industry very little training is required and the native people can readily adapt themselves to this lucrative business.

The Indian Affairs Branch in my constituency has made good progress in the involvement of Indians in commercial fishing in the past several years and I feel that we should endeavour to emulate this very worthy and well executed program.

Trapping: Similar inducements should be provided for trapping. There are vast untrapped areas in the Territories which could be made productive with proper guidance and financial assistance in the form of grub-staking, equipment and air transportation. Again, all these facilities are available to Indians but only in part to others who are a responsibility of the Territorial Government. The demand for Northern furs is definitely on the increase and this is indicated by a gradual rise in prices but not in production figures. Therefore, I would suggest that this additional resource be tapped from corner to corner and we should provide for the trappers of the Northwest Territories ready accessibility to these untrapped hinterlands. We should not be afraid to take a leaf out of the Department of Fisheries' expansion program and apply it to our trapping program with respect to rotation of areas. In the expansion of these two renewable resources it is very likely that mineral deposits will come to light because "Gold is Where You Find It".

Mining: Mining, a speculative industry requiring outside capital, may seem important but on the whole it requires only a small nucleus of specialized personnel and it will never, in my view, replace our three main economies, namely fishing, trapping and forestry. Naturally, mining and exploration should be given every official encouragement.

Forestry: Our forestry program has been largely nebulous. Yet in the Lower Mackenzie the potential for expansion is tremendous and our needs are increasing daily. Development of this vast potential should be commenced as soon as possible as in its wake will follow employment opportunities and better housing conditions throughout the Territories. Information and data should at least be readily available to all enquirers. An example of this possibility is in the production of fish boxes, of which one hundred thousand are imported each year. These should be produced in the Territories.

#### Tourism

In Canada, tourism is the third highest industry and the Northwest Territories with its unique natural beauty, abundance of wildlife and famed Wood Buffalo Park, should make an ideal attraction for tourists with a wide range of interests. Accessibility to angling areas should become mandatory to our road expansion program. Development of native arts and crafts would be stimulated. The Northwest Territories Tourist Association and the Boards of Trade in the large centres are doing everything possible within their limited means to develop this industry. It has been a disappointment to me to notice the lack of suitable tourist literature for the Northwest Territories. Yet this is readily available in profusion for tourists elsewhere in Canada.

### Roads and Communications Generally

A serious attempt should be made to firm up a definite building program so people can plan their industrial and commercial programs of construction and expansion. As we know from our history, the development of our West followed rapidly on the heels of the railway. The Mackenzie Territory can only be properly developed if we have the proper network of roads and airstrips. The Mackenzie Highway made a great difference to Hay River as did the recently completed all-year-round road to Yellowknife. The number of cars and trucks going into Yellowknife between May 29th and November 16th, 1962, amounted to 6,075 vehicles. The amount spent in Yellowknife by tourists in 1962 alone made a very impressive contribution to the community's economy. I would like to see the road from High Level through the Wood Buffalo Park to Smith and then to Pine Point and Hay River completed at the earliest possible moment. These roads are essential to a lucrative tourist trade and would undoubtedly attract new enterprise, investment and business thereby contributing to the development of our economy. Thanks to the completion of the winter road through Wood Buffalo Park this winter we were enabled to have trucks arrive three weeks earlier than usual. Owing to the mild winter, we would still be without our winter freight had it not been for this new road.

Simultaneous with the road building program, many airstrips need to be constructed in other areas of the Territories. Airstrips are needed in such settlements as McPherson, Coppermine and Norman so as to overcome the long period of isolation during break-up and freeze-up. Hay River, which is a most important shipping centre for the North, should have the airport hard-surfaced. Simpson, which is also a very important centre, should also have the present airport hard-surfaced because both of these are unusable during wet weather.

### Education

I feel the education provided in the Northwest Territories is just as good as elsewhere in Canada. Moreover, the sharp turnover of teachers so noticeable a few years ago has been arrested and they are now staying on longer. I would like to see the present policy of sending vocational students to Yellowknife continued but much more careful selections made. It has been the tendency in the past to send to Yellowknife for vocational training students who drop out at Grades 6, 7, and 8. In my view such types profit very little by the Yellowknife course and are virtually unemployable. Far better to encourage and train them to go trapping and fishing. I would like to see the Joseph Burr Tyrell High School at Fort Smith become a primary and intermediate grade school with all high school grades taught in a separate institution which could extend its grades to include perhaps the first and second year of university. A separation between primary and high school grades is needed. The Roman Catholic Bishop at Fort Smith has indicated to me his willingness to construct a hostel in Smith for this purpose, open to all denominations.

While on the subject of education, it has been frequently noted that the native children suffer from a language handicap whose effects are to be noticed right through their school years. I suggest intensive efforts be made to rectify these handicaps, perhaps by special language classes in kindergartens or the elementary grades.

### Vocational Training

During the past several years quite a number of young men and women have completed vocational training in various trades. Most of them were local and naturally returned to their families upon completion of the courses.

I have noted that in some cases these young people could not follow the occupation for which they were trained. The main reason for this

is that they or their families were unable to raise sufficient funds to start them off in their trade. I refer to such training as hairdressing and barbering. They could not obtain loans from the local banks consequently the time and effort spent on training has been a loss and possibly a deterrent to other prospective candidates.

I think, Mr. Commissioner, it would be good business for this Council to provide some financial assistance to encourage these young people to establish themselves in the trades and become useful citizens.

#### Community Development and Local Self Government

In the Mackenzie, as elsewhere, a trend towards urbanization can be detected. Out of a total figure of 15,000 (14,895), more than 50% or 8,075, live in the five main settlements of Fort Smith, Hay River, Yellowknife, Fort Simpson and Inuvik. Of these, two have municipal status and two are Local Improvement Districts with Advisory Councils, and one is being considered (Inuvik).

In the past ten years there has been a trend and emphasis placed on education, health and economic development in the smaller and relatively isolated communities. This has resulted in the gradual cessation of the traditional nomadic way of life and permanent settlements have developed, e.g. Resolution (550), Fort McPherson (600), Rae (900), Good Hope (450), Aklavik (500), Fort Providence (450). In these settlements there exists no form of local government. I am of the opinion that local government would help to develop and improve their social and economic conditions. Due to lack of local leadership, matters affecting these settlements in the past were relayed by the R.C.M. Police, the Missions, teachers, game wardens and even the local traders, to Area Administrators who in turn forwarded the information to policy-making level. This, gentlemen, is not too satisfactory and definitely the desire of the people of these towns is to have a voice in their local administration. Steps should immediately be taken to implement their wishes by setting up Local Improvement Districts with Advisory Councils. This, logically, would mean the imposition of local taxation of which they have none at present.

For smaller communities, increased use of existing groups such as Trappers' Councils, Indian Band Councils, and Community Associations should be encouraged. Through these media, I feel we would have access to first-hand sentiments and wishes of all our citizens in the Northwest Territories.

#### Civil Defence

A Civil Defence program is in existence at Fort Smith and Hay River and has met with an enthusiastic response from the people. A Militia unit has been set up at Fort Smith but there is a unanimous feeling that at least one year's reserve of medical supplies and powdered milk should be on hand.

#### Fall-Out Hazards

You will have noted the recent press publicity about possible nuclear fall-out and radio-activity in the Territories and its effect on the animals which constitute the basic food of our inhabitants. The citizens of the Territories are naturally very concerned about this matter and would appreciate an assurance from the government that all possible steps and investigations are being made.

#### Low Cost Housing

At our last meeting in Cape Dorset, \$100,000 was allotted for low cost housing. This has found a good response among the people and eleven applications have been received. However, through some delay in the

Administration no money has been made available. Owing to the large number of unemployed in the Territories, even that relatively small allocation would have been a great stimulus to alleviating this problem. The original grant of \$100,000 should be made immediately available and the whole program should be greatly expanded in the future. I cannot overemphasize the vital need of such a program for my constituents, most of whom cannot obtain loans from the Central Mortgage and Housing Corporation.

#### Health and Sanitation

It was very gratifying to know that steps have been taken to install a proper water supply and sewage disposal system in Fort Providence, Fort Norman and Rae. I have been given to understand that similar action, in planning stages, is already initiated for Coppermine, Good Hope and Fort Resolution. This action is certainly a major step forward toward the improvement of health and sanitation, which was so badly in need.

#### Utilities

The installation of bulk storage fuel tanks in some of the Arctic settlements has and will reduce the cost of fuel oil from over one dollar to approximately sixty-five cents per gallon. It is also gratifying to report that the Department of Northern Affairs and National Resources has undertaken the task of installing electrical power from diesel sources under 100 kw. capacity, in smaller settlements which did not appear attractive to commercial enterprises.

It is action of this nature that is making the northern communities more attractive and I am certain that it will enhance migration to these settlements of tourists and permanent residents.

#### Welfare

I believe the existing welfare policies in the North deserve most serious consideration and scrutiny. This vital problem unless wisely handled can become an impediment to impair the progress for which you have all laboured so hard.

In my direct knowledge as a merchant, I have noted the fantastic increase in welfare allowances not only in food but also in clothing, fuel and even actual cash which may not be expended or consumed in the manner envisaged by the social workers. Believe it or not, gentlemen, that with some of the largest forest areas in the world orders for wood to perfectly able-bodied men have been issued. The availability of game animals and fish in the immediate surroundings of all settlements should tend to decrease welfare costs rather than increase them. No advantage has been taken, except by Indian Affairs, to foster gardens in a land noted for excellent soil and long hours of daylight.

It would appear that our welfare officials are working independently of other departments and fail to take advantage of employment opportunities available. They fail to check up on a man's background and when he does get work they make no real effort to reclaim assistance given to him. All this is, of course, an inducement to indiscriminate and ever mushrooming demands for welfare assistance. Unless some positive policies are implemented immediately this will lead to further deterioration of self-initiative and even demoralization for people who have more or less become dependent on welfare handouts. In many cases, the recipient of welfare handouts could have earned an honest living by trapping, fishing or cutting wood, even if other forms of work were not readily available.

We in the North all know that welfare assistance is grossly abused. Much of it finds its way directly to the purchase of intoxicants and the

food and clothing are resold for the same purpose. The issue of welfare assistance should be restricted to daily needs, and checks should be made by the responsible authorities against resale of clothing and food. Close liaison should be made between the authorities and all relative authorities, including the placement officers.

In this connection I feel we can profit by the procedure used by our Indian Affairs officers in their handling of welfare.

In concluding these remarks on welfare I must emphatically state that I am not against welfare to the sick, destitute and those in dire need, nor do I want to appear too critical of the welfare officers in what I realize is a delicate problem.

#### Anthrax Outbreak

You are all aware of the outbreak of anthrax last summer among the buffalo. On behalf of all the people back in Fort Smith and Fort Resolution, I would like to extend my sincere appreciation for the fast and efficient handling of this dangerous disease. We should be prepared for another outbreak next summer.

#### Conclusion

As I have already taken up rather a lot of your time gentlemen, I would like to have an opportunity later to bring to your attention the desires and individual needs of Hay River, Fort Resolution, Snowdrift, Rocher River and Fort Smith and the matter of education taxes which is causing great concern to the people of Smith, Simpson and Hay River.

Before concluding, I am pleased to tell you that a new newspaper will come into being about the 1st of May at Fort Smith. Also there is a likelihood of another one at Inuvik this year. This is further evidence of confidence in the Mackenzie area.

Mr. Commissioner, it gives me great pleasure in seconding the motion, - that the Council express its appreciation to the Commissioner for his Opening Address.

Mr. Lang spoke on the motion. He said:

Mr. Commissioner: in supporting the motion that the Council express to the Commissioner its appreciation for his Opening Address, I wish to take the opportunity to explain the very depressed conditions in my constituency of Mackenzie Delta. Our population is about 85% native Indian and Eskimo, most of whom depend upon our renewable resources for a living, and more and more I am sorry to say, also upon relief payments, paid by both the federal and the territorial governments. Nothing can be more disastrous to the human character than relief doled out to able-bodied persons.

There are three main reasons for this deplorable state of affairs:

1. the rapid increase in population, roughly 300% in the last 25 years;
2. the sharp drop in fur prices during the last 10 years, especially for muskrat and fox;
3. the insufficient utilization of our renewable resources.

There is not much that can be done about the first two points, but the third one we can greatly improve.

The most important of our renewable resources are fur, fish and timber.

1. Fur trapping is one of the toughest, more hazardous ways of making a living we have in Canada today. To be successful requires hard

work and a considerable outlay of capital, plus integrity and practical know-how. Today it is often necessary for a trapper to have additional sources of income to supplement trapping. The trapper is still the backbone of our Delta communities and we must do our utmost to assist him in every way by making laws and regulations flexible enough so as not to upset the delicate state of balance of our economy as it concerns him.

2. Fishing is an important source of income for a large part of the population and a dire necessity for some, be they Eskimo, Indian, Mixed Blood or White. Any of these groups making part of their living off the country should be able to fish for their own needs and for dogfood anywhere in Mackenzie constituency and also, under a special commercial licence, be able to sell any possible surplus anywhere they can find a market. This last fall the natives were confused as to what the regulations were, with the result that they quit fishing causing the loss of much needed revenue, and there is a general shortage of fish. I hope to be able to meet a representative of the Fisheries Department to clarify the regulations in committee later.
3. Timber is not utilized anywhere as much as it should be. A logging relief program has helped a lot the last few years. This current year it started the first week of January and will do a lot to lower relief and provide much needed supplementary income. It doesn't go far enough though, and we should also try to start a cordwood program.

We have an abundance of slow growth close grained timber in the Delta mixed with large patches of twisted stunted trees that make excellent firewood and is of little use for other purposes. A few years ago the steamboats and Mission used approximately 1,000 - 1,200 cords a year and emergency employment was always available. Today, only 200 - 300 cords per year are used, mostly for the school in Aklavik. In earlier days no relief was paid except a few rations for the most needy cases. Today a very large percentage of the population depends on relief, and nothing can be more deteriorating to the native character than direct relief without work. And that one point alone is an important reason to start a cordwood program. This could provide an all-year source of employment of the very type the native understands. Cordwood can be readily used in all the little towns, and modern wood burning stoves are fully equal to oil heaters and cleaner, safer and easier to operate. They will burn for 12 - 18 hours without refuelling and they don't spread black, greasy soot on the snow outside, like oil heaters do.

Cordwood gives badly needed income which stays in the country and builds up our economy. Oil provides no work and the cost of it leaves the North and creates a vacuum which is being filled by relief.

To be effective a cordwood program would need the support of the Administration. Private houses could use straight wood burners or wood and coal. Larger units like schools and powerplants could use dual furnaces which could switch from wood or coal to oil when necessary. It would be very little more trouble if organized properly and the benefit to our natives cannot be measured in money values alone. We must also add the moral aspects of the venture, and the two put together would be of great strengthening value to the overall structure of our territory.

Taking a critical overall look at our present economic setup I feel some reason for concern. We are not able to employ our present population to say nothing about the rapid yearly increase in numbers.

I believe we are setting up too high a standard of living that only a very few can attain through their own efforts, without depending on handouts or straight relief.

We must not forget we are still a pioneer country. The cost of modern standard housing is far too high for the average trapper to keep up. We have people on relief living in better houses and eating better



than our best trappers who spend a hard life hustling on their lines in cold weather. This is not a healthy situation and will tend to discourage private enterprise and industry.

In the last instance we must depend on the character of the people themselves. We can only give them the opportunity for education and training. They must possess or acquire the desire to improve their own lot and do something about it themselves. Public opinion in a community is the strongest force for advance and progress we have. If we can arouse and guide it, we are gaining headway. We must help them to help themselves. It also affects the next generation in the sense that the early, before school age, training of the young children is strongly influenced by conditions in their homes. If these conditions are based on relief it will tend to partly undermine the foundation of our schools for a number of years.

We are fortunate in having excellent schools and training programs to help educate our younger generation. This current year a few will pass grade 12 and things will begin looking brighter. We are fortunate in having some excellent civil servants who honestly try to develop the territory to the best of their ability. We also have an efficient source of information in the Northern Co-ordination and Research Centre. They have issued a number of excellent reports from various sections of the Northwest Territories which helps to clarify many of our problems.

I believe we have the necessary governmental machinery set up. What seems to be lacking at times is an overall, centralized, informed authority to make the machinery hit on all cylinders, to ensure smooth efficient co-ordination between all factors, at all times.

This is certainly easier said than done but we do need a man with authority to check all relief cases and to look into all income and expenditures and to act quickly when severe bottlenecks are discovered.

Summing up our economic survey it looks to me that the present and immediate future is rather clouded due to our trouble in finding employment for our large, as yet untrained, population, but the future, 10 - 15 years hence, looks bright. By that time we will have a generation of bright, well-educated youngsters to take over a new young territory and develop its resources so it can take its proper place in the economy of Canada.

### Health

During the past year a good many citizens have expressed to me their concern about the state of their children's teeth. Many children have never visited a dentist and in a few cases children as young as 15 have had to have all their teeth extracted.

In this connection I hope to have the opportunity together with the other elected members to meet a representative from the Department of National Health and Welfare.

You mentioned in your Address the need for a special curriculum for the North. You will recall that I brought this subject up at previous sessions and I again associate myself with this requirement. The students in the North are different from the students in other parts of Canada. There are three races - Indian, Eskimo and White - and as far as I can make out there has been no discrimination. They all attend the same school; however, they should have a special curriculum to suit northern conditions. I have talked this question over with many educators. When these children grow up they will be different than citizens of other parts of Canada. They will be Northern Canadian citizens.

Finally I have a request from the Chairman of the Inuvik Community Association concerning help in construction of a community centre which I would appreciate having the opportunity to discuss with the Council in Committee later this session.

Mr. Commissioner: I wish to join in seconding the motion that the Council express to the Commissioner its appreciation for his Opening Address.

Mr. Goodall spoke on the motion. He said:

Mr. Commissioner: In rising to support the motion of Mr. Smith, seconded so eloquently by Mr. Kaeser, that the Council express its appreciation to the Commissioner for his Opening Address, I should like to once again give a brief report on the state of that part of the nation known as the Upper Mackenzie Valley.

Trapping is a seasonal operation and very good returns are being made by those who have gone out to harvest the furs such as marten, mink and beaver. The game warden at Simpson assures me that more fur was taken before Christmas than was taken this time last year. Quite a number of lynx were taken and prices for this long-haired fur have increased 100% in value. A larger number of moose were taken last hunting season than ever before and several families laid in a supply to last them all winter.

We also have good reports from Franklin, the place that last year was described to me as "surely the most depressed area in Canada", where they now have a good domestic commercial fishery going.

At Wrigley, more families are taking off for their hunting grounds than for some years past. On my way to the airport last week, I saw seven dog teams returning to Trout Lake, - almost fifty dogs, seven to a team. These people continue in their old way of life and had come in to barter their furs for store goods much as they have done for the last fifty years, and they had sold their furs at satisfactory prices; no problem; everybody happy. Reports from Liard and Nahanni indicate that pretty much the same conditions obtain there too.

At Providence, they are eagerly awaiting their turn at having some sort of water system installed for which there is a crying need of long standing. I realize that this is the year that the Department of Citizenship and Immigration in co-operation with the Department of Northern Affairs and National Resources are slated to undertake this work.

The winter road to Providence was delayed this year on account of a late freeze-up, about three weeks later than last year. I have reports of a big pile of supplies waiting for shipment as soon as the road is opened up.

The Department of Public Works gave employment to a number of men and a couple of machines (heavy equipment) last summer exploring and surveying the land line for telecommunications from Simpson to the Mackenzie Highway and the outside.

The overall picture is good and not bad. We live in a welfare state all right. I was guilty once on the Council of stating that there was an unhappy contrast between the way the native people got along and the way civil servants were taken care of and at that time said if we are going to have a welfare state let's make a welfare state out of it. Well that's exactly what happened. However, at Fort Simpson we do not have the abuses that we hear of in other sections of the country. Our local Indian Agent is a man with a firm hand and when I asked his assistant whether they had to hand out much relief, (for I had no other means of knowing), he replied "If all we had to do was hand out relief we wouldn't be very busy." Actually things are pretty good. Very few towns in western Canada have all the amenities of civilization that Fort Simpson has. Many of these towns have waited 50 years to get town power, water and sewer, up-to-date fire fighting equipment, dial telephones, a local radio station.

Then we have unemployment insurance and a high wage scale. This unemployment insurance and holidays with pay, - what could be nicer than that? Getting paid for not working! We now have a district nurse who was long awaited and who is doing an excellent job.

With one exception we do not have any cases of direct relief and this case is one that was imported and never should have been there at all and should be investigated.

I am in full agreement with Mr. Kaeser that our renewable resources should be harvested and developed and utilized. We have two sawmills in our area and some encouragement should be given them to stockpile and drypile a surplus of 50,000 feet to have on hand.

When we come to the Committee stage, I would like to say something about fish. I have been approached by a fish buyer who presented his side of the story which sounded quite reasonable to me. Indian Affairs does not believe in giving something for nothing and neither do I for that matter. Profit and loss come into the picture and obligations have to be met. The houses that are being built are expected to be paid for on the instalment plan. These owners and occupiers of houses are on our tax rolls and pay a mill rate of 24 mills. They have water lines and standpipes into their areas of development. I would suggest that they cannot afford the costs of installing electricity in their homes and that funds should be made available to put in meters and fixtures on a repayment basis. This would eliminate a fire hazard that is ever present by the use of gasoline lamps and candles, and the monthly cost of juice would not be any greater than they now pay for gasoline, mantles, generators, etc.

Money in the amount of \$100,000 was appropriated for housing loans to people who wish to avail themselves of this facility. My information is that many applications have been made for this loan but nothing came of them. This is a matter that the Administration may be able to clarify.

The health situation in our area is pretty good. Since the transfer of all T.B. patients to Charles Camsell the top floor of our own hospital is empty, and I think that the number of nurses and staff exceeds that of the patients. Still the authorities are reluctant to admit old people who have no one to care for them, and who are not able to look after themselves and who are otherwise not sick. The medical superintendent points out that they are the responsibility of welfare, not health; if Treaty people, Indian Affairs.

People are living longer, some of them well along in the eighties, and this being general in the Territories the need for an old folks home in the Territories is a pressing one indeed.

A Commission, headed by Mr. Nielsen, Q.C., met Indian Chiefs in the Northwest Territories three years ago and the Chief and Councillors are concerned as to the findings on the question of royalties, that was discussed at that time. My understanding is that there was some suggestion that the Treaty people could benefit from the findings of this Commission in some measure similar to what was happening to people on reserves.

The Local Advisory Council to the Area Administrator has prepared a brief supporting a proposal to have the new Territorial Penitentiary sited and constructed in the environs of Fort Simpson and has asked me to present it to the Council at this session.

There seems to be an underlying concensus of opinion that a plebiscite should be held in the Local Improvement District of Fort Simpson to consider and decide whether local opinion favours a beer parlour rather than a government liquor store as an outlet for intoxicants, or whether or not they want an outlet at all.

With reference to the education tax of ten mills on property, the burden of the tax should not fall on the shoulders of property owners alone.

Information is sought on the implementation of the Great Slave Health plan.

Fort Simpson Local Advisory Committee has requested me to bring to Council's attention that a doctor should be available for the surrounding area at all times. This is a serious matter.

Mr. Commissioner: I wish to support the motion of appreciation to you for your Opening Address.

Mr. Jones spoke on the motion. He said:

Mr. Commissioner: In speaking on the motion of appreciation, I thought I might say a few words on the Indians of the Northwest Territories.

The ability to make a living is the most important problem facing the Indians of the Territories. Trapping and fishing will lead the way as the basic means of livelihood.

Last year there were nearly 1,000 Indians who took out trapping licences and sold fur worth over \$260,000. An increase in the number is reported this year. It is estimated that something like 10 per cent more will be out on the traplines this winter. Indications are that not only will catches increase this year but also the net return will be higher.

In an endeavour to encourage greater use of the fur resources the Indian Affairs Branch has made available trapping advances to those who cannot finance their trapping operations by their own means or make their own credit arrangements. The advances are issued on a selective basis, taking into consideration such factors as the trapper's past record as a trapper, equipment owned and proven ability to meet his obligations. Last year 66 trappers were assisted to the extent of \$6,638.26 and by this means were able to take nearly \$30,000 worth of fur, which otherwise they would not have been in a position to trap. This year, according to the latest available report, 97 trappers have been issued advances in varying amounts totalling \$9,809.64. All the rest are making their own arrangements.

Fishing, both commercial and domestic, was carried on in the past year on a more sustained basis. The Branch sponsored summer fishery program on Great Slave Lake was a relative success. Five selected two man crews spent 44 days fishing and caught nearly 59,000 lbs. of fish valued at over \$6,500.

At the end of the season on Great Slave Lake the crews moved to Thubin Lakes, approximately 30 miles northeast of Rocher River, where they fished until freeze-up. There were six crews involved, producing in 22 days of operation about \$6,600 worth of fish, being approximately \$1,100 per crew. A point of interest is that the Indians themselves did most of the organizing and planning for this project.

Apart from the Branch sponsored project a number of Indians were employed directly by the fish companies - 5 two man crews taking part, as well as a number of others being employed as packers and warehousemen. These results are most gratifying and it is hoped will provide a good example to others to engage in commercial summer fishing.

I am informed the winter fishery was slow in getting under way this winter because of the exceptionally late freeze-up. However, at last report 57 persons were participating and this number was expected to increase. In addition 5 crews (10 men) were to begin fishing on Grandin Lake just north of Lac la Martre.

The participation of Indians in commercial fishing, while encouraging, still falls short of the optimum and offers one area for potentially greater employment and income. It is hoped to get more involved this year and in the years ahead.

Domestic fishing also played an important part in the economy of the Indians. Branch sponsored and supervised domestic fisheries were operated at Snowdrift and Trout Rock. This was done to promote fuller utilization of fish as part of our contribution towards the caribou conservation program. Throughout the Territories, 861 Indian fishermen are reported to have taken 2,735,965 lbs. of fish for their own use and for their dogs. It is evident that fish is becoming an increasingly important resource in the economy of the Indians.

Another important development this past summer was the employment of Indians of the Fort Franklin band at Great Bear Lodge. The program was a marked success. Sixteen men were employed as guides and labourers for the summer season. They earned a total of \$10,159.40 and after deducting all their expenses had a net return of \$6,475.69, which averages out to approximately \$50.00 a week net. It is expected that these Indians will be employed again next season which will certainly have a stabilizing effect on their means of making a living. It is hoped also, as a result of the satisfactory work of these Indians, that other lodges in the Territories will look to the Indians as the main source of help rather than bring in people from the outside.

I want to mention also the gradual improvements that are being made in the standard of housing for the Indian people of the Territories. Adequate housing is so important for good health and the development of wholesome communities. I am pleased to say that, according to reports received to date, 67 units were completed this past year and another 9 started which will be completed in the next building season. I expect there will be continued progress in this field and we can look forward to the day when all the Indians have decent housing.

Closely associated with housing is the need for proper sanitation and a supply of safe drinking water. There is no easy solution, having in mind the nature of the communities, climatic and soil conditions. However, we are joining with Northern Affairs in trying to develop better facilities in the settlements. I understand that at Fort Simpson the extension of water lines to the new Indian settlements has been completed. But at Rae the problem is still acute, although future plans call for the installation of a permanent water system.

At the last session I mentioned the high proportion of native people in the Territories. The Indians are confined to the Mackenzie District and will represent about a third of the total population when it becomes a separate territory. It is a young population and is increasing quite rapidly. This is a sharp contrast to what it was only a few years ago. As a matter of fact, in the twenty years from 1934 to 1954 the Indian population increased by only 169. Actually it barely held its own for some years and even declined before gradually increasing in the early 1950's. In the last eight years, however, there has been a remarkable increase of 1,065. For the last year alone, the increase will be about 170 or as much as the net total in the 20 years to 1954.

I mention these figures as they vividly portray the tremendous growth that is taking place. Being a young population this rate of growth is likely to continue and even accelerate.

I do not need to elaborate on what this will mean in terms of services of all kinds; in terms of jobs and the pressure that will be put on the traditional sources of livelihood. It is all too evident. Greater utilization of existing resources and jobs for the native people are a must. The alternative is social welfare with all its debilitating effects. No one wants this - least of all the Indians.

The Indians want work and not relief. This has been forcibly demonstrated by events in Northern Manitoba where the Indians have been much in the news in recent months. What the Indians want is the opportunity to work, to make a living by their own efforts and not have to rely on social assistance. They want, especially, to participate in developments which are taking place in their own backyard, so to speak. We must do everything we can to ensure that, as areas are opened up, the local population benefit to the greatest extent possible. There must be close liaison between all concerned, especially in the initial planning stages. Industry must be made fully aware that it has a responsibility to the local people. On the other hand, government must make every effort to see that the local people are as ready and able as possible to share in the development.

The present educational program will bring results in time. Unfortunately, it is only in recent years that there has been a massive attack in providing educational facilities and opportunities for native people in northern areas. There is a great deal of catching up to do. However, with up-grading and social orientation courses, vocational courses and on-the-job training, a greater number will be prepared to enter employment. Already there are encouraging signs. The number of students at Sir John Franklin School in the vocational and academic courses has now reached 43, and the first Indian student from the Northwest Territories, Victor Cook of the Fort Good Hope Band, is now attending the University of Alberta on an Indian Affairs Branch Scholarship.

This is all to the good. But it will take time before the full results of education have a marked effect. In the meantime, we must press every opportunity for better utilization of existing resources by the native people. And we must constantly keep before industry the necessity of considering the needs of the native people in all plans for development. They want work and not relief. This fact should always be kept in mind.

Mr. Commissioner: I wish to add my support to the motion of appreciation to you for your Opening Address.

Mr. Gall spoke on the motion. He said:

Mr. Commissioner: I bring greetings from the Industrial Capital of the North to members of the Northwest Territories Council.

It is indeed good news to know that the management of Taurcanis Mines after months of deliberation have decided to go into production. With apologies to my colleague from Fort Smith, I will repeat that producing mines and their associated industries are the only means whereby our young citizens can find employment when they leave our schools.

Now I also know that the opening of these mines could not have been possible were it not for the Federal grants for roads, airstrips, etc. I have lately gained knowledge that another mine can be brought into production if the same grants can be procured. Therefore, I would like this Council to recommend through you, Sir, that people in authority be requested that these grants in no way should be hindered or held up. Producing mines mean gainful employment, gainful employment means a healthy economy.

It is gratifying to see the amount of building commenced and in course of construction in Yellowknife. I am thinking of the new assay building, the Federal School, the Health Clinic and alterations to the liquor store. All construction was started after it had been usual for our contractors to lay off their labour and wait for the spring. The work is all being done under polyethylene, - something new for us in the North, - and I saw something I did not think was possible, - pouring concrete in November. I hope it is not wishful thinking that this employment might be a yearly occurrence as it certainly helps the economy.

Our hunters and trappers on the north side of Slave Lake enjoyed a fruitful fall. Mink was plentiful, the prices high and the weather up to Christmas continued mild.

Further to the North, our Eskimo friends did not do so well, as this year has proven to be one of low yields for white fox. However, to my knowledge no want or distress has been reported in the Mackenzie North area. Here again the Administration is very alert about these matters and takes action immediately; sometimes, in my opinion, to the extent of pampering and overdoing it. My colleague has touched on welfare problems and I respect his views. Therefore, it was to my astonishment that I read a news item in one of our leading western dailies that Eskimo people were in dire want and distress - it is hard to reconcile.

The C.B.C. programs of current events pertaining to the North are being well received, I mean "The Commissioner Replies" and others. They keep us all abreast of the topical thinking of the Administration and I think they are being appreciated.

Owing to the mildness of the fall, the ice crossing over the Mackenzie did not open for traffic until a few days ago and then only for light loads, with the exception of powder for the mines no distress was felt; - financially, yes - a matter of 4 cents per lb. to fly freight from Hay River. This time we can blame no one but the weather and I don't think the weather cares about public opinion.

Regarding the conference on vocational education held at Yellowknife. My part, as Chairman of the conference, was small. The real driving force was Bruce Angus of Public Works. This was a joint affair, aided by industry, in which there are many dedicated people; Northern Affairs, in which there are many bright, young men and the Indian Affairs Branch. I was there and made myself available.

Finally, I wish to join in seconding the motion that the Council express to the Commissioner its appreciation for his Opening Address.

Mr. Coolican spoke on the motion. He said he did not wish to take part in the debate at this time, though not from a lack of appreciation of the Address. Commenting on Mr. Smith's plea for greater communication between the Territories and the rest of the country, he said that in his opinion if a campaign for better communication was necessary the Commissioner's Address was the best way of starting such a campaign. He noted that all speakers had expressed satisfaction with the education system, but said he wished to stress that the system should take into account not only the training of students for the peculiar conditions in the North, but should ensure also that students who pass through the system are able to take their places without a feeling of inferiority in southern Canada.

Mr. Desrochers spoke on the motion. He expressed surprise that no other member had mentioned the visit of the Council to the Eastern Arctic during the past summer. He said the Council had had the delightful experience of becoming acquainted with the people of Cape Dorset and Frobisher Bay and, to a lesser extent, with those at Rankin Inlet and Coral Harbour. At Cape Dorset he had found a great feeling of pride in the production of man -- his art. He said that to him as a southern Canadian this trip had been one of the greatest experiences of his life. He added his appreciation for the Commissioner's Address.

Mr. Brown spoke on the motion. He said that Mr. Smith had brought out forcefully one of the most vexing problems facing the Administration. Indeed, he said, the problem of communicating ideas between Ottawa and the Territories lay at the root of most difficulties.

The Council resolved itself into Committee of the Whole on the motion of appreciation to the Commissioner for his Opening Address, Mr. Jones in the chair.

At the Chairman's suggestion, the Committee agreed to discuss, in order, the points raised by the speakers. The Chairman asked Mr. Smith if he wished to elaborate on his thesis that the Council should get closer to the people.

#### The Communication of Ideas

Mr. Smith said that he had expressed his general views but that he would answer any questions which members of the Committee wished to pose. He emphasized that what he had in mind was not more public relations work but, rather, that every officer of the Administration and every member of the Council should give almost as much thought to how ideas and policies might be explained to people in the North as to what these policies should be.

Mr. Robertson said the problem which Mr. Smith had raised was of great concern to the Administration and noted that Mr. Smith had raised the point before. He mentioned the radio program entitled "The Commissioner Replies" which had been suggested by the Council a year ago as one way in which communications might be improved. At that time, he said, this idea had been considered a bold step, but it had been accomplished. He said the greatest problem in connection with the program was to get people to submit questions. Many questions which one would expect do not get asked, he said.

Referring to the broadcasts, Mr. Lang said that about 85% of the population of his constituency were Indians and Eskimos and that many of the programs were above their comprehension. He gave as an example the program on integration. He said many of his constituents did not understand the meaning of integration. He said also that too many people missed these broadcasts because they were not well enough advertised.

Mr. Robertson said that when the program was begun it was thought the channel of communication would be a two-way street; that the Administration would find out what things were of concern to the people.

Mr. Smith said if people were really confused they were likely to be reluctant to display their ignorance by asking questions. He suggested that questions had not been coming forth for a variety of reasons of which this was only one. He emphasized that the answer to the problem of communication between North and South, and South and North must be a many sided one and suggested that it would be most useful if it were undertaken on a more intimate and personal front. He stressed that if people who live in the North as representatives of the Administration at every level made it a part of their task to find out what the people were thinking about, and to find out where and why there was misunderstanding, then steps could be taken to clarify the misunderstandings. He emphasized that, to be effective, the approach to the problem must be undertaken at the grassroots.

Mr. Desrochers asked whether the Commissioner's talks were being translated.

Mr. Robertson said that they were not, but that on the Eskimo shortwave broadcast, various questions raised on "The Commissioner Replies" were commented upon. He suggested that a series of broadcasts by local administrators might assist the situation.

Mr. Gall thought this would be a good idea, particularly since questions of interest to people in Aklavik would not necessarily be of interest to the people in Yellowknife. He stressed, however, that the program "The Commissioner Replies" should be continued.

Mr. Brown commented on his visit to Fort Smith, Yellowknife and Hay River in March, 1962. In each of these communities, he said, he had met with Municipal Councils, Advisory Councils and other groups and had also held public meetings to explain the report of the Interdepartmental



Committee on Federal-Territorial Financial Relations for the next five years. He said he found much misunderstanding with respect to almost every item which was discussed, but that when the Financial Agreement had been explained, the residents had appeared to welcome it.

Mr. Lang suggested changing the name of the C.B.C. program from "The Commissioner Replies", to "The Commissioner Explains". He said that the people really wanted to know more about government and suggested that more questions would be elicited if the Commissioner were to speak about a subject for five or ten minutes and then ask for questions on that subject.

Mr. Robertson agreed that the program should perhaps be modified along those lines. He also suggested that the elected members might be able to suggest topics which they knew were not clear in the minds of the people in their constituencies.

Mr. Kaeser said that he enjoyed the broadcast and thought it was serving a useful purpose. He agreed with Mr. Lang, however, that it might be better advertised.

He said that in his constituency a reporter from the newspaper got in touch with Mr. Merrill regularly and the C.B.C. reporter was in touch frequently with both Mr. Merrill and himself. In this way, he said, the people in Mackenzie South were kept abreast of the thinking of the Advisory Council, as well as what was being done by the Administration. He agreed that the elected members of Council ought to help more in the effort toward greater communication between North and South. He suggested that the Commissioner's programs be repeated so that people who were not able to hear them when they were first broadcast might be able to do so at a later date.

Mr. Goodall agreed that the elected members should do more to interpret policy to their constituents, particularly since people were reluctant to write to the Commissioner about many things.

The Committee rose and the Chairman, Mr. Jones, reported progress to the Council. The Council adjourned at 6:00 o'clock P.M.

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TUESDAY, JANUARY 15, 1963.

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10 o'clock A.M.

PRAYERS.

The Council agreed unanimously to alter the sequence of business in the Orders of the Day to allow a number of papers and reports to be tabled for study by the members.

Mr. Brown tabled the following documents:

- (a) Orders and Regulations issued pursuant to the Ordinances of the Northwest Territories between July 23rd, 1962 and December 31st, 1962 inclusive, and not previously tabled. These Orders and Regulations are included in Appendix "A" as Sessional Paper No. 2;
- (b) Numerous papers and reports pertaining to the business of the Council and not previously tabled. These papers and reports are included in Appendix "A" as Sessional Papers Nos. 3 to 13 and 17 to 21 inclusive.

The Council resolved itself into Committee of the Whole to continue its consideration of the Motion on the Commissioner's Opening Address, Mr. Jones in the chair.

Mr. Gall stated that in his first years on the Council he had done a lot of criticizing. He had frequently said that the Territories had a dual population composed of civil servants on the one hand and the local population on the other. He must now retract, he said, as this was no longer true. He said civil servants mixed in local affairs and were community leaders.

Mr. Robertson explained what the Administration was doing to circulate information throughout the North. "Northern Notes", published monthly, contained information on administrative policies and decisions for those employees who served in the Territories. In this way, he said, they were kept informed of what was being done and why it was being done. They, in turn, were able to explain to the local residents what the Administration was trying to do. In addition, he said, meetings were arranged between teachers and between administrative people to maintain a flow of information. Trips of various officials from Ottawa to the North and from the North to Ottawa were also made as frequently as possible to assist this two-way flow of communication.

Mr. Desrochers asked whether interpreters were used or whether translating was done to facilitate understanding of certain problems by the local people. He also suggested that the program "The Commissioner Replies" might usefully be broadcast in translation.

Mr. Robertson stated that normally interpreters were used at all formal meetings, but he feared that in the process of interpretation, contact was often lost between the speaker and the audience.

Mr. Goodall added that most residents of the Northwest Territories understood English, but that there was a strong tendency for the native population to prefer their own language.

Mr. Smith stated that he wished to clarify his previous statement about the need for greater communication. He said he had not intended to imply that nothing was being done. He knew that many things were being done which had not even been mentioned. He agreed with Mr. Lang that the emphasis should be placed on explaining problems generally, rather than on replying to specific questions.

Mr. Robertson agreed that the Administration, when formulating policy, might not always pay sufficient attention to the importance of explaining the policy to those most directly concerned, - the residents of the Territories. He said that the Administration would try to improve its practice in this respect.

#### Human Resources

Mr. Kaeser stated that too many men between 40 and 50 years of age found difficulty in obtaining employment. He suggested that help should be given to these people in the form of government jobs, trapping advances or equipment to enable them to fish commercially. He said these men did not want relief but, rather, employment. He added that it seemed as if no one cared for the Metis or the white men.

Mr. Brown replied that older residents were not entirely neglected. Trapping advances could be made to such men if they were otherwise eligible, he said.

Mr. Robertson said that Mr. Kaeser had outlined a real problem. Many "white status" persons, he said, suffered from educational and cultural disabilities similar to those which made it difficult for many Indians and Eskimos to obtain steady employment. He agreed that since existing federal programs did not cover persons of "white status", the Council might well consider what the Territorial Government should do for them.

Mr. Lang suggested that nets and fishing equipment could be issued to Metis and whites who wished to help themselves in the same way that Indian Affairs Branch assisted Indians.

Mr. Kaeser said that at Fort Resolution the fishing assistance program organized by Indian Affairs Branch had been a great incentive for the Indian population to help themselves. He suggested that transportation might be provided to trappers so that they might harvest the fur crop in distant areas.

Mr. Lang explained that the trappers' assistance program, while useful, did not reach one large group in the Delta. Many trappers had moved to the settlements to take wage employment in past years, he said. It might be thought that these men could return to trapping if they became unemployed, he said, but this was often next to impossible because the men had sold or given away their dogs and much of their trapping equipment. A man required up to \$2,000 to equip himself properly, he said, and assistance of this magnitude could not be made available under the present program. He agreed with Mr. Kaeser that a fishing assistance program might be worth investigating.

Mr. Gall emphasized that the trappers' assistance program was designed to assist trappers who had their equipment to go out to remote areas; it was not designed, he said, to assist a man who had nothing but the desire to trap.

Mr. Robertson suggested that the trappers' assistance program might be re-examined in the light of Mr. Lang's remarks.

#### Renewable Resources

Mr. Lang suggested that two types of commercial fishing licences might be considered for the Northwest Territories; one for persons who held general hunting licences and who could fish commercially when the hunting or trapping return was poor, and a second for the larger, full-time, commercial fishermen. He added that fishing was of great importance to the trapper.

Mr. Brown said that the commercial fishing problem had been discussed thoroughly at Fort Simpson 18 months ago. He added that the main concern of the Department of Fisheries was that the fish resources be conserved for the native people. After a full investigation, the Department of Fisheries had set limits for commercial fishermen in areas not fully utilized by the native population. He added that there was a complete ban on commercial fishing in the Mackenzie Delta area.

Mr. Goodall said that he had been approached by the head of an Alaskan fishing firm which had a permit to fish a lake 30 miles from Fort Simpson. This person felt that the lake was so inaccessible that he would not be able to take his quota within the prescribed time. He had asked Mr. Goodall to enquire whether an extension might be given to him.

Mr. Brown said that not only the fishing resources, but all renewable resources should be exploited fully. He suggested that Mr. Evans of the Industrial Division of the Department of Northern Affairs might be asked to explain what was being planned and done to utilize fully the renewable resources of the Territories.

The Committee agreed that Mr. Evans would be asked for his comments later in the Session.

The Chairman suggested that the Administration undertake a searching enquiry into the possibility of issuing fishing advances to people of white status. He suggested further that a paper might be presented on this subject for the next session of Council.

Mr. Lang said that in the Delta area there was no scope for commercial fishing. He said that from his 35 years' experience in the area he knew that there were thousands of lakes teeming with fish. However, he said, such lakes were good only for personal fishing and were not suitable for large-scale commercial operations. He felt, therefore, that a distinction should be made between a large-scale commercial licence and a commercial licence for small-scale fishing. He emphasized that the economy of the Delta area was so depressed that restrictions often made it difficult for a person to make a living. He suggested that regulations should be changed to enable the person with a general hunting licence to fish not only for himself, his family and his dogs, but also to sell whatever small surplus he might be able to catch. He said that this year there had been some misunderstanding about the regulations governing char and that this had caused hardship for some residents of the Delta area. Char was being caught and smoked early in the season, but this operation ceased when an announcement was made that the char could not be sold. They were then used for dog food.

Mr. Robertson said he was not sure whether changes in the regulations were required, or only better understanding of the existing regulations. He informed the Committee that Mr. Lang planned to meet with representatives of the Department of Fisheries while in Ottawa.

Mr. Lang said that at this meeting he would speak on behalf of all residents of the Delta area.

Mr. Gall said that last year there had been a certain amount of controversy regarding the opening of certain lakes for commercial fishing. He understood that some lakes, previously reserved for domestic fishing had now been classified commercial.

The Chairman said he was not aware of this. He understood that no lakes now closed to commercial fishing would be reopened until the question had been explored with the Indian Affairs Branch and the Northern Administration Branch.

Mr. Brown concurred in the Chairman's statement, saying that no lake would be reopened until it had been surveyed to ensure a sufficient supply of fish for domestic use plus an adequate surplus to ensure that the lake would not be fished out.

Mr. Gall asked whether the situation would change when the Northwest Territories was divided.

Mr. Robertson replied that the division itself would not change anything in this respect.

The Chairman said that the Indian Affairs Branch was interested in seeing the Indians become primary producers. He said the Branch did not wish to get into the fish business in a big way. He said he would like to see more individuals in the fishing business as it was a productive avenue of employment.

Mr. Desrochers raised the question of waste fish and asked whether Mr. Kaeser had any further comments to make on this subject.

Mr. Kaeser said that there was much less waste fish than there had been previously as jack fish were now being marketed in Germany and France. He also commented that all but \$60 had been repaid on trapper loans in Fort Smith.

Mr. Goodall said he did not understand how it could be profitable to fly waste fish out. He said that most coarse fish was used for dogfood.

Mr. Lang spoke of a fish reduction plant which had been set up in Aklavik on an experimental basis. This plant was designed to take any

type of fish, whales or other mammals, he said. The meat and bones were boiled, the oil squeezed out and the end product was a briquette which could be used as dogfood when oil and water were added to it to restore it to its original state. He said when times were prosperous, two-fifths of a trapper's income had been spent on dog food. Less was spent now, he said, because trappers had fewer dogs. Still, there was still a demand for food for sled dogs, and he felt that with the resources available in the Delta, and the facilities to process the resources, advantage should be taken to exploit the situation. This would make it unnecessary to ship in such items as rolled oats, cornmeal and commercial dogfood.

### Employment

Mr. Gall said that because he had lived so many years in the atmosphere of a mining community he was always optimistic. He was sure that the development of the precambrian shield would continue to be the basis of the economy of the Territories. He referred to a number of mines operating in the area north and northeast of Yellowknife and he expressed the hope that after the current financial crisis was over the federal government would see its way clear to continue the program of the development of resource roads to open up new areas for exploration.

The Chairman said the natives of the North should be given every assistance to obtain employment not only in preliminary operations but in continuing jobs. He said the Council should do everything within its power to encourage employers to give assistance of this nature.

Mr. Gall reported on the Committee which had been set up in Yellowknife to deal with this type of problem. He emphasized that to the Committee racial origin meant absolutely nothing. He said it was the thinking of the Committee that there was no reason why young men and women from the Territories could not take their places alongside those from other parts of Canada and from other countries. Indeed they were doing so. He said that the question of work attitudes was a continuing problem. This had been impressed on the educational specialists in the Branch, he said. Many young people coming out of the sheltered life of the hostels into the money-oriented economy did not have properly developed work habits, he said.

Mr. Robertson asked whether any graduates from the Sir John Franklin School had secured continuing employment in the mines in Yellowknife.

Mr. Gall replied that one or two had done so and that many employers, trade unions and other companies were co-operating in attempting to secure continuing employment for these young persons.

Mr. Smith asked to what extent the mining industry had been able to train native workers at jobs above the level of bulldozer operator.

Mr. Gall replied that Indians had not seemed to be as adaptable as Eskimos, particularly to underground work. Several problems remained to be settled, he said, - such as payment for on-the-job training, insurance and compensation. However, he said, these problems were being straightened out with the help of the Administration.

Mr. Robertson wondered how much of the statement that the Indian was a poor underground worker was mythology and how much fact.

The Chairman said that in large this thinking stemmed from the fact that until a few years ago the Indian was very susceptible to tuberculosis and became a poor risk in the minds of the mine management. He said that many Indians were now working underground in northern Ontario and Quebec.

Mr. Smith wondered why, when there was supposed to be no racial prejudice and it was everyone's desire that native residents work, only two or three were employed in the mines in the Yellowknife area.

Mr. Gall said that over a period of time there had been many natives employed but that they had not proven reliable. This was often due, he suggested, not so much to the man himself but to his extended family who imposed on his good fortune. Many men had stopped working in self-defence, he said.

Mr. Gall said that it was for this reason that he had urged that a hostel be built in Yellowknife for native workers. He said that they were often not wanted in the bunkhouses and that if they were required to live there, social adjustment became extremely difficult, even though their work habits might be adequate.

Mr. Robertson agreed with Mr. Gall that many such persons were not prepared to cope with bunkhouse life and the abuses to which they might be subject. He said that alcohol in such an atmosphere was also a problem. To overcome this problem, he suggested that these young people should live with regular working families. Mr. Robertson said that the regulations which prohibited the occupants of Crown-owned housing from providing room and board had recently been eliminated at the urging of the Administration.

Mr. Desrochers asked whether union representatives at the Yellowknife Conference had given any indication that they would combat the problem of discrimination at the employee level.

Mr. Gall said that they had given no undertaking in this regard.

Mr. Robertson said that he thought it was an encouraging sign that three Eskimos from Rankin Inlet who moved to Tungsten after the mine at Rankin had closed were now living in a bunkhouse situation. He said that there was every hope that if this situation worked out, further such moves might be possible in the future.

Mr. Smith asked whether any approach had been made by the Administration to an educational program to overcome the problem of racial discrimination.

Mr. Robertson said that the Administration had had discussions with senior officials of trade unions on such questions as employment and wages. These officials had been most co-operative on such occasions, he said. Mr. Robertson said that an educational program could not be forced down the throats of mining employees, but must be carried out quietly and steadily. A fairly large turnover in mining personnel made the job more difficult, he said. He wondered whether too much emphasis had been placed on the importance of not discriminating between the various races in the North. Perhaps it would be better to say less about it, he suggested.

Mr. Coolican commented that one or two good men staying on at a job would do more good to overcome the racial barriers than all the talking in the world.

The Committee adjourned at 1:00 o'clock P.M.

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3 o'clock P.M.

The Committee continued its consideration of the motion on the Commissioner's Opening Address, Mr. Jones in the chair.

#### Employment (continued)

The Chairman summarized the discussion that had gone on previously stating that the local people would prove that they deserved vocational training and would benefit from it.

Mr. Kaeser suggested that perhaps too much was expected of the Indian in a short time. The process of assimilation could not be forced, he said. He deplored the tendency to generalize and to expect too much too quickly.

Mr. Robertson said he thought Mr. Kaeser might be right, although many anthropologists were of the opinion that it was better for all concerned if the pace of assimilation were forced.

Mr. Goodall thought that much of the difficulty would disappear in time because of the expanded education system in the Territories. He said the Indian children in Fort Simpson were proud of the education they were receiving and were eager to acquire more. Such discrimination as existed would be overcome, he said, if the schools did their jobs properly.

Mr. Lang said there was some discrimination in the Delta area, but that it was based not on races, but on financial status, on knowledge or on upbringing. In another generation, he predicted that there would be no more discrimination in the Delta.

Mr. Lang asked about the training program for young prospectors which had been discussed by Council several Sessions ago. He asked whether anything had come of the plan.

Mr. Gall said that little progress had been made to date, but that training was now being given at the St. Patrick High School in Yellowknife.

Mr. Gall agreed with Mr. Goodall that the schools were ideally suited to combat discrimination. He said he had noticed a tremendous change during the past few years in the attitudes of the young people who were attending the schools in Yellowknife.

#### Timber Utilization

Mr. Lang said that a decade ago steamboats and the missions were using about 1,200 cords of wood per year in the Delta. This timber utilization, plus high fur prices had provided an adequate income to all the residents. However, when the government buildings, the missions and the hospital had moved to Inuvik and when the steamboats were retired, the woodcutting industry had languished. Woodcutting was a natural industry for the Delta, he said. The resource was there in abundance and the work was of the sort that suited the Delta men. He deplored the fact that relief was being given to able-bodied men who would be able to support themselves and their families if only there was a market for cordwood. Mr. Lang doubted that it would be too expensive to re-equip the buildings at Aklavik with wood burning stoves. Some added expense would be justified, in any case, he maintained if the end result was employment for the men and an end to relief handouts.

Mr. Lang emphasized that a cordwood cutting project would have to be organized by the government; it was not the type of project which would work well if left in private hands, he said.

The Chairman said that the Indians at Aklavik had requested a loan to enable them to buy a tractor for a woodcutting program.

Mr. Lang said he had heard this and approved the idea.

Mr. Goodall stated that a resident of Fort Simpson had asked him whether the Administration would assist sawmill operators to establish themselves in the Fort Simpson area. Lumber could be stockpiled as well as gravel, he suggested. With proper assistance and encouragement, he thought that timber could be stockpiled for seasoning purposes and then used either as firewood or for construction purposes. He also suggested that consideration be given to establishing a woodyard at Fort Simpson. He added that there were two quite efficient and capable sawmill operators at Fort Simpson.

Mr. Robertson observed that specifications for lumber used in the construction of government buildings in the North had been changed a few years ago to permit the use of northern lumber. This was done, he said, to enable northern sawmill operators to compete with lumber suppliers from the outside.

Mr. Robertson said it would be difficult for the Council to approve a policy which would assist some sawmill operators at the expense of others. He said no outcry had been raised over the logging program at Aklavik precisely because there were no private operators in that area. He added that one reason the Administration had replaced its wood stoves in the Mackenzie District with oil stoves was because it had proven to be too difficult to obtain firewood. The supply had not been dependable, he said.

Mr. Lang expressed the view that the problem in the Delta was different. Fur prices had decreased and the population had increased. Wood was always available at Aklavik until Inuvik was built, he said.

Mr. Kaeser said he was hoping that the Industrial Division could look into the possibility of supplying lumber for fish boxes and other purposes in the Fort Smith area. He thought that perhaps the Industrial Division could interest some local operators in this project.

Mr. Brown stated that if the Industrial Division had the qualified people and the staff to look into all of the problems thoroughly, something might be done. He suggested that thought might be given to the development of a Territorial Industrial Development Board to promote the use of the Territories' resources.

#### The Communications of Ideas (continued)

The Chairman suggested that the Committee might wish to consider again the subject of communications, since Mr. Andrew Cowan, Director of the Northern Broadcast Service of the Canadian Broadcasting Corporation was in attendance.

Mr. Cowan explained that the C.B.C. was set up to perform a public service on behalf of the population. Last July, he said, the Council had focused its attention on the shortwave broadcasts to the North. These broadcasts were now being expanded to provide better service, he said.

Mr. Robertson asked how much programming was being done in Eskimo.

Mr. Cowan said that the Northern Service did not do as much broadcasting in Eskimo as he would wish because of a lack of suitable announcers. At Churchill, Inuvik and Frobisher Bay, most of the Eskimo programming was done by disc jockeys, he said, but he hoped to improve this service eventually by providing public information programs in the Eskimo language. He added that it was the policy of the C.B.C. to staff its stations with local people, where possible. He said the Northern Service used the shortwave facilities of the International Service and could not broadcast programs to the North as frequently as the Service would like to.

Mr. Smith asked what percentage of the time on the air was taken up by Indian and Eskimo programming.

Mr. Cowan replied that Indian and Eskimo programs were each assigned one hour per week on the local stations. He added that there was an Eskimo program twice a week on the Northern Service shortwave band. He reiterated that this was seen as only a beginning.

Mr. Robertson asked what proportion of Indians and Eskimos in the Mackenzie Delta had radios.



Mr. Lang replied that the percentage was nearly 100%.

Mr. Smith suggested that because of the large number of Eskimos and Indians in the Territories, more time should be given to broadcasts which they could understand.

Mr. Lang said that until quite recently the only radio broadcasts received in the Delta were from the station at Fairbanks, Alaska. He said that, as a result, Delta residents knew more about the United States than they did about Canada. Even now, he said, the reception of C.B.C. programs was generally poor.

Mr. Cowan said that this was due to the freakish radio conditions which often prevailed in the area. He said the C.B.C. hoped that Canadian National Telecommunications would go ahead with a landline down the Mackenzie.

Mr. Goodall supported Mr. Lang's statement that the reception of American programs beamed from Alaska was good and that reception of C.B.C. programs was generally poor.

Mr. Cowan said that although the primary function of the C.B.C. Northern Service was to broadcast to the North and within the North, the C.B.C. was also the channel for information being broadcast to the rest of Canada about the North. Mr. Cowan asked what the public reaction had been to the installation of the low power relay transmitters at Hay River and Fort Smith. He pointed out that people in these areas were now able to pick up network programs and he hoped that they felt compensated for the loss of their community stations.

Mr. Kaeser said that people in his constituency were generally satisfied with the radio programs being broadcast.

Mr. Smith asked whether the programs being provided by the Northern Service were heard exclusively in the North.

Mr. Cowan replied that the shortwave broadcasts beamed by the C.B.C. could be heard in many places because of the freakish transmission often associated with shortwave broadcasts. With regard to standard band programs, Mr. Cowan said the station in Yellowknife picked up network programs, taped them and sorted them for transmission at more convenient times. Along with these network programs, the station also broadcast programs which originated in Yellowknife.

Mr. Smith asked whether Mr. Cowan thought the C.B.C. could assist the Council in the task of getting information across to people in the North. He pointed out that if such broadcasts were possible from the technical point of view, they must also be interesting and not a very official type of program which no one would want to listen to.

Mr. Cowan said that the Northern Service would be happy to co-operate in any way possible.

The Chairman thanked Mr. Cowan for making himself available and for answering all the questions put to him by the Council.

#### Employment (Continued)

Mr. Desrochers referred to the question of winter works which Mr. Kaeser had raised in his opening speech.

Mr. Kaeser elaborated on his previous statement, saying that he would like to see winter roads constructed during winter works programs leading "somewhere". He suggested that the road leading from Fort Resolution really led "nowhere".

Mr. Brown said that the trail to which Mr. Kaeser referred was intended eventually to lead to Pine Point. He pointed out that often a project was started during the winter to alleviate unemployment, when the Administration knew full well that the project would not be completed for some time, possibly several years.

Mr. Smith asked why the people at Fort Resolution did not know the reason the road was being built. He said that in cases of this nature it was up to the elected members of the Council and the Administration to explain to the people of the area why things were being done, so that misunderstandings would not occur.

Mr. Robertson pointed out another example of a road clearing project which, for many years, appeared to be leading nowhere. This was the stretch from Fort Smith to the southwest corner of Wood Buffalo Park. However, thanks to the efforts of Mr. Desrochers and Mr. Kaeser, he said, the province of Alberta was now moving towards the building of a provincial road to link up with the road built by the Territorial government. He added that normally the cost of programs undertaken during the winter was slightly more than for similar programs undertaken during the summer months. However, he said, the added cost was generally considered justified to keep men employed.

The Committee agreed to postpone discussion of the items on welfare, education and local government raised by Mr. Kaeser until these items came up in the discussion of the Appropriation Ordinance.

#### Low Cost Housing

Mr. Kaeser said that the Territorial government had introduced a low cost housing program, that a number of applications had been made for loans but that to date no funds had been made available. He said that in Fort Smith five applications had been made; in Hay River, three; and in Fort Simpson, one. He wondered why there had been a delay in making the funds available.

Mr. Merrill commented that he knew there had been about eight applications and that, to the best of his knowledge, all the requirements for the loans had been met.

Mr. Brown said that funds had been available for the low cost housing program since the previous summer, when they were voted by the Council. He agreed to look into the situation and report back to Council in a day or two.

#### Airstrips and Airports

Mr. Brown said that about five clearings had been made in the Mackenzie District intended as firebreaks and emergency landing strips. These strips had been cleared of trees and levelled as much as possible. He emphasized that they were intended only for emergency landing purposes and were not airstrips in the accepted sense of the term.

Mr. Kaeser said that although Hay River was one of the main shipping centres of the North, the airport was usable only in dry weather because it was not hard-surfaced. He said the same situation obtained at Fort Simpson.

Mr. Robertson said that the Department could not build first class airstrips with the funds available and could not accept legal responsibility for accidents which might occur during landings at these airstrips. He said there were many communities which did not have adequate landing facilities all across the North. He recalled the situation at Cape Dorset during the last Council Session. He said such facilities could

not be provided unless the Department was willing to invest vast sums of money. He pointed out, further, that it was strictly up to the Department of Transport to decide which airstrips would be hard-surfaced.

Mr. Smith cautioned against passing on recommendations to the federal government which the Council did not itself feel were of a priority nature. The federal government, he suggested, would be more likely to give consideration to Council's recommendations if only items of the greatest importance were submitted to them.

Mr. Robertson agreed with Mr. Smith that passing on recommendations to the federal government of less than a top priority nature could be a potential source of embarrassment to the Council. He pointed out that the Council would not want the federal government making recommendations to it.

Mr. Brown said that the matter of an airport for Hay River had been under active consideration by the Department of Transport for some time. He suggested to Mr. Kaeser that the community go direct to the Department of Transport with its recommendations. Mr. Brown referred to Sessional Paper No. 11, "Land Use - Hay River" in which the problem of the airport at Hay River is considered.

#### Fluoridation and Dental Services

Mr. Lang pointed out that a dentist was badly needed at Aklavik. He said there were children fifteen years of age who had had to have all their teeth extracted because of the lack of dental care.

Mr. Brown said that Northern Health officials had spoken to the Council before on the question of dentists for the Northwest Territories. He said that it was virtually impossible to hire dentists under the prevailing salary schedules. He pointed out that a contract had been entered into recently with a dentist to go to Aklavik and Inuvik to do public health dental work.

Mr. Coolican asked at what locations the water was fluoridated.

Mr. Merrill said that water was fluoridated at Fort Smith, Hay River, Inuvik and Yellowknife.

Mr. Lang said that Dr. Butler of the Department of National Health and Welfare, had suggested that dental students be sent to the Territories to work under supervision. In this way, he said, they might get credits towards their degrees.

The Committee agreed to explore the question further when considering the Health Vote of the Appropriation Ordinance.

The Committee rose and the Chairman, Mr. Jones, reported progress to the Council.

The Council adjourned at 6:00 o'clock P.M.

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WEDNESDAY, JANUARY 16, 1963

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10 o'clock A.M.

#### PRAYERS.

The Council agreed unanimously to alter the sequence of business in the Orders of the Day to allow a number of papers to be tabled for study by the members.

Mr. Brown tabled miscellaneous papers and reports pertaining to the business of the Council and not previously tabled. These papers are included in Appendix "A" as Sessional Papers No. 15 and 16.

The Council resolved itself into Committee of the Whole to continue its consideration of the motion on the Commissioner's Opening Address, Mr. Jones in the chair.

#### Fluoridation and Dental Services (Continued)

Mr. Lang asked whether fluoride was being used in the water supply at Aklavik.

Mr. Robertson said that the matter of fluoridation had been fully discussed by Council a few years ago, and that a policy had been established whereby fluoride would be used in all water systems controlled by the territorial government.

Mr. Gall asked whether there was a resident dentist at Inuvik.

Mr. Brown replied that there was an establishment for a dentist at Inuvik, but that he could not say whether the position had been filled. He added that Dr. J.S. Willis, Chief, Northern Health Division, would attend the session later and could be asked about the dentist situation in the Territories.

The Chairman suggested that this item be left for the time being and reopened when the Health Vote in the estimates was being considered. The Committee agreed.

#### Community Centre - Aklavik

Mr. Lang produced a petition, sent to him by the Chairman of the Inuvik Community Association, requesting assistance by way of a loan to construct a community centre. He said that he supported the petition because the Community Association had to request the use of school facilities every time it wished to hold an event. This procedure, he said, was difficult and unsatisfactory.

Mr. Brown said the Council had agreed to make a grant to the Inuvik Community Association for a curling rink last year. He suggested that the present problem arose because of the grant limit of 50% set by Council and the inability of the Association to borrow the other 50% because Inuvik had no municipal status, and the Association was not a tax-raising body. He said community associations usually had a strong desire to erect fine buildings, but that these facilities could not be fully financed by the territorial government. He thought it essential that there should be a local effort by the community to contribute a fair proportion of the cost. He added that if Inuvik gained municipal status, the electorate could decide whether they wished to borrow funds to erect a community centre.

Mr. Robertson agreed that the proposal by the Inuvik Community Association should be considered in the light of existing policy. He said he was not prepared to recommend ad hoc changes to a well-thought out and thoroughly discussed policy.

The Chairman suggested that the petition be filed with the Secretary of the Council, so that the Administration could study the recommendations and determine what might be done under the established community centres program.

#### Liquor Policy

Mr. Lang submitted a letter and a petition signed by 230 residents of Inuvik, expressing their concern and anxiety about the abuse of liquor at

Inuvik. The petition asked that licensed outlets be prohibited from selling beer for off-premises consumption; that beer parlours and lounges be closed from 6:00 to 7:00 P.M.; that the closing hour for beer parlours and lounges be advanced from 1:00 A.M. to 11:00 P.M., Monday through Friday and that the closing hour of the Liquor Store be 6:00 P.M. Mr. Lang said he approved of the petition and asked that it receive careful consideration.

Mr. Brown said that the changes requested in the petition could be implemented by amending the regulations except for the item relating to sales for off-premises consumption. This, he said, would require an amendment to the Ordinance. He said he would like to have time to examine and study the petition. He added that, in principle, the Administration had always respected local viewpoints regarding the sale of liquor in a community and that if the recommendations could be implemented, he would gladly support the petition.

The Chairman reminded the Committee that a similar problem had been dealt with by Council last July in respect of Frobisher Bay.

Mr. Gall asked whether the recommendations contained in the petition were not designed to correct the problems of a very small minority group, and whether the changes recommended would, in fact, benefit the majority.

Mr. Lang replied that the signatures affixed to the petition represented a high proportion of interested persons.

Mr. Smith asked who the senior departmental representative was at Inuvik and wondered why this liquor problem had not been brought to the attention of the Administration before now.

Mr. Robertson replied that matters of this sort were being raised repeatedly, that the Administration was aware of the situation and was watching it carefully.

Mr. Smith stated that it was very disturbing to him that such a problem could exist for so long and not have been dealt with by the Administration.

Mr. Robertson replied that the Northern Administration Branch had a host of difficult problems to contend with. He explained the staff shortage at Inuvik and admitted that it was quite possible that some items were not being dealt with as quickly as they should be because of this shortage. A special committee on social adjustment had been set up in the Branch, he said, to consider just such problems as the one at Inuvik, and its chairman, Mr. R.A.J. Phillips, had only recently visited that community. Mr. Phillips, he said, would be happy to meet with the Council later in the day.

Mr. Robertson said he doubted that there was any one solution to the liquor problem at Inuvik which would be entirely satisfactory. He reminded the Committee that a rationing system had been tried for several years at Aklavik, but had been abandoned because it proved ineffective. He recalled the long debate in a former Council which had led to the decision that Indians and Eskimos should be given the right to drink. The Council had known when it made that decision, he said, that it was bound to cause difficulties in the future, but had hoped that the net result would be to improve the situation.

Mr. Coolican asked why the sale of beer for off-premises consumption was allowed in licensed establishments.

Mr. Robertson replied that the practice had been established before the opening of Territorial Liquor Stores and that the right to sell beer for off-premises consumption had always been given to licensees.

At the suggestion of the Chairman, Mr. Lang filed the petition with the Secretary.

### Need for Co-ordination Between Divisions on Projects

Mr. Lang said that there appeared sometimes to be a lack of co-ordination between Divisions of the Northern Administration Branch on projects undertaken in the Delta area. He cited as an example the case of the logging project which was started by the Welfare Division and later taken over by the Industrial Division.

Mr. Brown agreed that there might be some justification for Mr. Lang's concern in this case. He explained that the logging project had been undertaken originally as a welfare project, but had become a project of the Industrial Division once it had become evident that the project might be expected to stand on its own feet.

### Social Assistance

Mr. Lang stated that some people in the North, as in other parts of Canada, abused the principle of relief. He said he had no objection to relief being given when it was necessary. He said that in the Delta area there were some able-bodied persons capable of working but who, through no fault of their own, were unable to find employment. On the other hand, he said, there were always some who would try to dodge work. Furthermore, he said, many people who worked hard out on the traplines to provide for their families become discouraged when they came into the community and saw people sitting at home accepting relief payments. He said relief payments were often substantial enough to permit such persons to buy items which the trapper who worked could not afford. Mr. Lang said there was a good Welfare Officer in Aklavik but that he had too many cases to handle. He suggested that there should be one person in the Delta whose only duty would be to check up on relief cases. He urged that every attempt should be made to find some sort of work for the unemployed in lieu of relief.

The Chairman stated that in his experience the just and fair payment of direct relief was one of the most difficult tasks facing any administration.

### Lighting for Indian Housing

Mr. Goodall raised the question of electric power for houses occupied by Indians in Fort Simpson. He suggested that it would not cost any more to have power installed than to continue to light the homes with candles and oil lamps. The installation costs could be repaid, over a period of time, by the owners, he said.

Mr. Brown said that the Northern Canada Power Commission now operated the power plant at Fort Simpson. He asked whether the wiring of the houses would involve stringing a main line to the area or merely feeding power into the individual houses.

Mr. Goodall said that it would be a question only of wiring the houses.

Mr. Desrochers wondered whether the Central Mortgage and Housing Corporation would not be able to look after the provision of these facilities under their home improvement loan arrangements.

Mr. Robertson said that in the past, C.M.H.C. limits had been too low to permit this to be done because of the higher cost of operating in the Territories. However, he said, C.M.H.C. had now raised their limits and he saw no reason why they could not look after this matter. He said that no Territorial funds would be available for this purpose.

The Chairman said he would look into the question from the point of view of the Indian Affairs Branch, but would take action only as a last resort.

Old Folks' Home

Mr. Goodall recalled that this question had been discussed by the Council several years ago and that at that time efforts had been made, without success, to get a home built at Fort Resolution for elderly persons. He pointed out that there were many people in their 80's with no one to look after them.

Mr. Robertson said that about fifteen years ago the territorial government had started to set up an old folks' home at Fort Smith. Arrangements had also been made with the hospital at Chesterfield Inlet to look after older people. He said that welfare authorities did not consider old folks' homes the best possible approach to the problem, but preferred smaller, housekeeping units. Mr. Robertson pointed out, however, that this still left many people who were not able to look after the ordinary, daily tasks of running a home by themselves. He suggested that the question be discussed at greater length during consideration of the Welfare Vote in the Appropriation Ordinance.

Liquor Policy (continued)

Mr. Goodall recalled that the consensus in Fort Simpson had been that a plebiscite should be held to determine whether a new liquor outlet should be allowed at Fort Simpson.

Mr. Robertson recalled the discussion at Cape Dorset last summer regarding applications for outlets at Hay River and Fort Simpson. The conclusion reached at that time, he said, was that the Administration should obtain the views of the local people in cases where there were requests for new or additional outlets. He pointed out that this had been done at Fort Simpson. He said there was no provision in the Ordinance for a plebiscite and he doubted that it would be wise to make such a formal provision.

Mr. Brown said it had been suggested that it might be preferable to establish a liquor store at Fort Simpson rather than additional licensed premises. Before this was done, he said, a very careful analysis of the sale prospects would be made. He said that, in his opinion, there would not be sufficient justification for a store at the present time.

Mr. Robertson said that two applications for lounge licences had been received from Fort Simpson, - one from the owner of the existing hotel and one from a man who wished to build a new hotel. Mr. Robertson said it was a very difficult question to decide how best to protect the interests of the individual who already had facilities in the community, while, at the same time, attempting to encourage new entrepreneurs.

Mr. Lang said that the residents of Fort McPherson did not want either a liquor store or a beer parlour. He said the Indians of that area were very decided in their views.

Mr. Brown agreed with Mr. Robertson that, as the policy set at Cape Dorset did not contemplate the holding of formal plebiscites, none should be held at the present time.

The Committee adjourned at 1:00 P.M.

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3 o'clock P.M.

The Committee continued its consideration of the motion on the Commissioner's Opening Address, Mr. Jones in the chair. In attendance were Mr. B.G. Sivertz, Director of the Northern Administration Branch and Mr. R.A.J. Phillips, Associate Director.

Liquor Policy (continued)

Mr. Robertson reviewed briefly the petition from Inuvik submitted by Mr. Lang. He suggested that the Committee might like to have a description of the aims of the Committee on Social Adjustment.

Mr. Phillips, commenting on the work of the Committee on Social Adjustment, said that a major problem facing this committee was the excessive use of alcohol in the Territories. He said the committee was made up of officers from the Northern Administration Branch, the Royal Canadian Mounted Police and the Department of National Health and Welfare. The committee had achieved no startling results, he said, but had reached some conclusions which might be useful in attacking the problem:

1. There is a close tie-in between the incidence of liquor problems and the size of a settlement's population; Frobisher Bay and Inuvik are the most troublesome communities;
2. The degree of the liquor problem is related directly to the speed with which a community has grown up;
3. The incidence of crime and of misdemeanours induced by alcohol in the larger communities in the North are in line with the incidence in depressed sections of southern Canadian cities. This has led the committee to believe that the low economic and social level of many residents of communities such as Inuvik has a direct bearing on their over-use of stimulants.
4. The committee believes that the most effective method of combatting the abuse of liquor is to obtain the support and understanding of the entire community. If the community as a whole supports the regulations that are established, they have a good chance of proving effective.
5. Organized recreation programs are necessary for young persons from 15 to 25 years of age.

Mr. Phillips said the committee had not seen the petition from Inuvik, but he felt the committee would endorse the recommendations since it appeared that they had the support of the majority of the residents.

In reply to a question by Mr. Robertson, Mr. Lang said he did not think the liquor problem at Inuvik had increased over the past few years. Certain individuals were repeated offenders, he said, because they were not strong enough to exercise self-control. He hoped that the proposed changes in the regulations would help to strengthen character and enhance self-respect.

Mr. Desrochers asked if any comments had been received from residents of Frobisher Bay with respect to the three-week waiting period for beer imposed by the Council at the July, 1962 Session.

Mr. Phillips replied that a petition had been received recently, signed by a number of people at Frobisher Bay, asking that the three-week waiting period for beer be eliminated. On the other hand, he said, the Administration at Frobisher recommended without reservation that the waiting period be retained because it had proven effective in reducing the level of over-indulgence in the community.

Mr. Desrochers referred to the high cost of beer sold for off-premises consumption at Inuvik, (\$14.00 for 24 pints), and asked how such a price was justified.

Mr. Brown explained that the price charged for beer for off-premises consumption was the same as that charged for consumption on the premises.

Mr. Lang suggested that off-premises sales was little better than legalized bootlegging.



Mr. Smith questioned the value of the 1:00 A.M. closing hour for licensed premises and suggested that the time had come to revise the regulations.

Mr. Sivertz stated that late drinking hours and the sale of beer for off-premises consumption both contributed greatly to the liquor problem at Inuvik.

Mr. Coolican thought there was merit in keeping the liquor policy flexible. Conditions varied so much between various sections of the Territories, he said, that it was practically impossible to devise laws or regulations which could be applied uniformly throughout the Territories. He suggested that if the residents of Inuvik wished for changes in the regulations, these changes should be made. They should not necessarily be made to apply in all other communities however, he said.

In reply to a question by Mr. Coolican, Mr. Robertson stated that the Ordinance was strict but that the regulations were flexible. By removing certain subsections of the Ordinance and putting these in the regulations, he said, greater flexibility could be given to the liquor laws.

Mr. Sivertz agreed with the principle that, so far as possible, liquor policy should be tailored to the special requirements of the different communities in the Territories. If a policy had the approval of the majority of the residents of a community, he said, it would probably work successfully. Mr. Sivertz doubted that bootlegging at Inuvik would increase if the legal hours of sale were shortened. If local opinion favoured shorter hours of sale, he said, bootleggers would find it difficult to operate.

In reply to a question by Mr. Desrochers, Mr. Robertson said that the Council had always taken public opinion into consideration when determining liquor policy, but that the policy could not be changed each time a petition was received from one section of the population. He suggested that the Administration should contact the Liquor Superintendent so as to have his advice about the Inuvik petition.

The Committee agreed that the hours of sale in the licensed premises at Inuvik should be changed as recommended in the petition, and that the Administration study the other points in the petition and report back to the Council.

The Chairman thanked Messrs. Sivertz and Phillips for the contribution they had made to the Committee's understanding of the liquor problem.

The Committee agreed to continue its consideration of the problem of timber utilization in the Delta by taking up Sessional Paper No. 14.

Additional Cost of Using Wood to Heat Buildings at Aklavik (Sessional Paper No. 14)

Mr. K.W. Stairs and Mr. T.D. Stewart were in attendance.

Mr. Lang restated the unemployment problem in the Delta, and said he thought it could be largely eliminated by an increased use of wood for fuel.

Mr. Stairs said that the cost figures given in the sessional paper were based on the assumption that a properly supervised wood camp would have to be established. He went on to suggest that the extra costs which would be involved in switching from the use of oil to wood might be used to better advantage in building up the community.

Mr. Brown asked if the woodcutting operation would be carried out in winter only.

Mr. Lang replied that he thought the program could be carried out from October 1st to the end of March or April. He added that he thought the wood should be hauled by a tractor and that a lumber yard should be established in the town.

Mr. Smith questioned the availability of sufficient labour. He thought that if the situation were transferred to Ottawa, for example, people would not be willing to cut wood for several weeks in order to obtain money that could be had more easily through relief assistance.

Mr. Lang replied that woodcutting came naturally to the Aklavik people. It was something they liked to do. He expressed the opinion that relief should not be paid to a man if he turned down jobs.

Mr. Robertson, while sympathizing with the plight of the Delta residents, said it would be difficult to convince the federal government that the only solution to the problem was one which would increase the cost of heating federal buildings by some \$23,000 a year.

Mr. Lang thought that the extra wages would stir up the whole economy and would improve conditions throughout the Delta. He added that relief was a dead horse and that two years from now it would still be a dead horse.

Mr. Smith agreed with Mr. Lang and asked whether other plans or projects had been contemplated to alleviate the situation.

Mr. Robertson replied that a logging program had been in existence for three years at Aklavik and that logs were being stockpiled for the corduroy road program and for lumber for local use.

The Chairman said he was puzzled by the situation and thought it would be hard for the Committee to arrive at a proper decision. He suggested that a more intensive study should be made into alternative ways of improving the economy of the Delta.

Mr. Robertson agreed that there was no easy answer. He said that construction in the Delta area was not completed. Forty new housing units would be constructed in the serviced area at Inuvik this year, he said, and the Northern Canada Power Commission was proposing to erect a new office and a garage. In the very near future, he foresaw an addition to the school. Piles would be required for all of these buildings, he said, and the Administration would look into the possibility of using more local timber for pilings and support timbers.

Mr. Desrochers said that although he was concerned about the cost element in the proposed program, he was more moved by what Mr. Lang had said about the young men in Aklavik who spent their time hanging around the town because they had nothing to do. He suggested that if the federal government would not undertake to do anything to remedy the situation perhaps the Council should take some action. He suggested that there were precedents in other parts of Canada, such as the Maritimes, to justify such action.

The Committee recommended that the Administration undertake a serious study regarding the use of lumber and lumber by-products in the Delta.

#### Emergency Telephones on the Mackenzie Highway

In support of his plea for an emergency communication system on the highway to Yellowknife, Mr. Gall read a telegram which he had received from the Yellowknife Board of Trade stating that during the last ten days there had been five mishaps on the highway which could easily have become tragedies because of a lack of emergency telephone facilities.

Mr. Brown noted that this question had been put to the Council before by representatives from both Yellowknife and Hay River and that it

had received a good deal of study. He said the telephone line between Enterprise and Yellowknife did not lend itself technically to use as an emergency facility. Mr. Brown said the Canadian National Telecommunications had advised that it would cost something in the order of \$500.00 per mile, plus the cost of repeater stations at both ends, to provide facilities for emergency telephones. The total cost would be approximately \$130,000, he said. He suggested that there must be some other answer to the problem. He noted that the same danger existed on the Alaska Highway and also on many stretches of the Trans-Canada Highway.

Mr. Robertson wondered how much protection an emergency communication system would actually provide, as the telephones would be only at intervals of every twenty-five miles or so. He thought the individual traveller should realize the serious risk involved in using the highway during the winter and take all necessary precautions to protect himself in the event of an emergency.

Mr. Gall said that the average driver from the Territories recognized this, but he was more concerned about people from the outside who did not realize the risk.

Mr. Robertson wondered if prominent warning signs would not help.

Mr. Merrill commented that warning signs would be very useful, particularly on the winter road to Fort Smith.

Mr. Desrochers suggested that the signs should be removed in the spring as they might scare off the tourists.

Mr. Coolican thought that warning signs about hazardous winter roads would probably be an attraction in the summertime.

The Committee agreed that prominent warning signs should be placed along highways in the Mackenzie District.

Having concluded its consideration of the motion of appreciation to the Commissioner for his Opening Address, the Committee rose and the Chairman, Mr. Jones, presented the report of the Committee to the Council. He said:

Mr. Commissioner:

The Committee dealing with the various items arising during the debate on the Address has completed its work and reports as follows:

The Committee dealt with the matter of communications between the Council and the residents and were of the opinion that every effort should be made to acquaint the people of the Territories with legislation and programs. The radio program, "The Commissioner Replies" is serving a very useful purpose but consideration should be given to a possible variation of the program. The Committee believes that "The Commissioner Explains" might be a more suitable title. The matter of having this radio program broadcast from poor or blackout areas should be explored with the C.B.C. It should be the responsibility and duty of all Government officials to act as information officers, both to explain programs and to interpret the wishes and feelings of the people to the various Government bodies, and the Northwest Territories Council. The Committee feels that similar meetings such as the game wardens have with the trappers should be encouraged and, wherever possible, the residents of the Territories should be consulted on matters concerning new legislation and programs.

There was some discussion on the matter of assistance to people other than of Indian and Eskimo status to assist them in trapping. It would appear that while provisions have been made for "others", apparently the present policy is not sufficiently well known for full advantage to be

taken of it. It is recommended that the Administration have a hard look at the present policy to see what supplementary measures might be considered for the benefit of a greater number of trappers, and that a paper be prepared for consideration at the next session of the Council.

The matter of assistance to aid in commercial fishing was discussed at considerable length and it was the feeling of your Committee that, since it is difficult to make an early decision on this matter, they would also recommend to the Administration that a paper be prepared on this subject for presentation at the next meeting of the Council.

Under the heading of employment in mines, your Committee was interested to hear of the efforts of the Advisory Committee on Vocational Training who have made it perfectly clear that they speak on behalf of all local inhabitants irrespective of race, creed or colour. Employers are being asked to give every consideration to the employment of local people in all new ventures. The Committee is aware of the need for social orientation as well as the need for occupational training.

Some concern was expressed regarding discrimination. Your Committee recommends that every effort should be made to eliminate this practice wherever it may exist.

Discussion took place regarding the employment situation in the Delta and a suggested solution by the use of cordwood. This, by agreement, was to be further discussed later in the session under the Welfare Vote. Stockpiling of green lumber as a means of continuing employment in some of the local sawmills was discussed. It was felt this was hardly a matter that should be dealt with by the Council because it was mainly a concern of private enterprise.

Mr. Andrew Cowan of the C.B.C. Northern Service made himself available to your Committee to explain in some detail the radio facilities available in Northern Canada.

The question was raised as to the reason why funds that were supposed to be available for low cost housing were so difficult to obtain. We recommend to the Administration that a study be made as to the reasons for this apparent breakdown in administrative procedure, and ask for a report to the Council before the end of the present session.

The need for airstrips or emergency landing fields in certain settlements was discussed and it was felt that this was a responsibility of the Federal Department of Transport and that this Council would be unwise to embark on an undertaking for which the government might be held legally responsible. Your Committee also feels that we should be very careful in our recommendations to the Department of Transport on any matters of priority for certain proposed landing fields.

A request for a community centre at Inuvik was received and filed with the Secretary for later consideration, after study of overall policy by the Administration.

A petition was referred to by Mr. Lang concerning the sale of liquor and beer at Inuvik.

The petition requested three things:

- (a) a reduction of hours in the operation of licensed premises;
- (b) an increase in the number of days and hours of the Liquor Store;
- (c) a prohibition on the sale of beer by licensed premises for off-premises consumption.

Your Committee recommends that the Administration give every consideration to local desires in respect to hours of operation of licensed premises; that it review the question of store hours and sale from licensees for off-premises consumption and take such action as it may deem appropriate.

Mr. Phillips, Associate Director, Northern Administration Branch, appeared before your Committee and outlined the activities of the Committee on Social Adjustment and their conclusions on the use of liquor in the Northwest Territories.

Several other items were discussed and appropriate notes made by the Administration.

Sessional Paper No. 14 was dealt with in conjunction with a request from Mr. Lang that a cordwood project be approved to relieve unemployment in the Delta, and that users of fuel oil be asked to consider changing to wood.

Your Committee was in sympathy with the purpose of the submission of Mr. Lang but cast serious doubts on the acceptance by the Federal Government of the economic value of the change-over from oil to wood.

However, it strongly recommends that the Administration carefully study the alternative of producing more lumber and lumber by-products which would ensure a similar amount of man-hour employment.

Several other items were discussed and appropriate notes made by the Administration.

It was moved by Mr. Smith and seconded by Mr. Kaeser that the Council express its appreciation to the Commissioner for his Opening Address. The question being put on the motion it carried unanimously.

Mr. Brown tabled Sessional Paper No. 14.

#### First Reading of Bills

On a motion by Mr. Gall, seconded by Mr. Lang, Bill 1, An Ordinance To Amend the Co-operative Associations Ordinance, was read the first time.

On a motion by Mr. Jones, seconded by Mr. Goodall, Bill 2, An Ordinance to Authorize the Commissioner to Enter into and Execute an Agreement with the Government of Canada Respecting Programs to Promote Fitness and Amateur Sport in the Territories, was read the first time.

On a motion by Mr. Desrochers, seconded by Mr. Gall, Bill 3, An Ordinance to Amend the Insurance Ordinance, was read the first time.

On a motion by Mr. Goodall, seconded by Mr. Jones, Bill 4, An Ordinance to Amend the Low Cost Housing Ordinance, was read the first time.

On a motion by Mr. Coolican, seconded by Mr. Brown, Bill 5, An Ordinance to Amend the Motor Vehicles Ordinance, was read the first time.

On a motion by Mr. Lang, seconded by Mr. Gall, Bill 6, An Ordinance to Authorize the Commissioner to Grant a Franchise to the Canadian National Railways Company for the Installation and Operation of a Telephone System in the Settlement of Aklavik, was read the first time.

On a motion by Mr. Brown, seconded by Mr. Lang, Bill 7, An Ordinance Respecting Additional Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1963, was read the first time.

On a motion by Mr. Brown, seconded by Mr. Jones, Bill 8, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1964, was read the first time.

#### Second Reading of Bills

On a motion by Mr. Gall, seconded by Mr. Goodall, Bill 1, An Ordinance to Amend the Co-operative Associations Ordinance, was read the second time.

The Council resolved itself into Committee of the Whole to consider Bill 1, Mr. Lang in the chair.

#### Bill 1 - Co-operative Associations Ordinance

The Chairman invited Mr. Paul Godt, Head of the Co-operative Development Section of the Industrial Division, to outline for the Council the co-operative program. Mr. Godt said that since the Council passed the enabling legislation four years ago to allow the setting up of co-operatives, eleven co-operatives had been incorporated, of which ten were Eskimo-owned and operated. He said that the Co-operative Development Section had been set up in March, 1959, to assist in the establishment of co-operatives, and he felt that a certain measure of success had been achieved. He said that the activities of the co-operatives ranged through commercial fishing, operating four retail stores and the building of houses. The SiSi Co-operative at Frobisher Bay had almost completed the construction of fifteen houses, he said. He said the co-operatives utilized resources in a given area to the benefit of the people and that during the past year, approximately \$200,000 was received by members either in cash or dividends. He said that, in his opinion, the co-operative movement was important not only from a financial point of view but also from the standpoint of adult education, because the Eskimo members were being exposed to the idea of sound business practices. Mr. Godt said that a conference at Frobisher Bay was planned for March, 1963, to be attended by representatives from all the co-operatives across the North. This would be the first time these people had come together, he said, to discuss common problems.

Mr. Jones asked if a full-time staff was required to make a co-operative function properly.

Mr. Godt said that the Industrial Division extended technical assistance to the co-operatives, but that it was not necessary to place a full-time Co-operative Development Officer with each co-operative. He added that there were two full-time Co-operative Development Officers in the North, one at Inuvik, the other at Frobisher Bay, who exercised general supervision over the co-operatives under the direction of the headquarters staff. He said that less supervision was required now than when the co-operatives were first established.

Mr. Coolican said that the establishment of eleven co-operatives during the past four years showed that there was a definite need for them, and that they were serving a useful purpose. He asked what the likelihood was of an increase in the number of co-operatives.

Mr. Godt said he did not envisage the establishment of additional co-operatives in the immediate future because of a shortage of staff to assist in setting them up.

Mr. Coolican asked where they would be established if the necessary staff were available.

Mr. Godt replied that there were many attractive possibilities on Baffin Island, in the Central Arctic and along the Mackenzie River.

Mr. Coolican asked how long it would be before the co-operatives would be self-supporting.

Mr. Godt said that some now operated with minimal assistance.

Mr. Desrochers asked why few co-operatives had been established in the Mackenzie District.

Mr. Godt stated that there had been two reasons for this; first, the need had appeared to be greater in the Eastern Arctic; secondly, the Department of Northern Affairs assumed a greater degree of responsibility in the Eastern Arctic because of the large number of Eskimos living there.

Mr. Robertson wondered how far co-operatives could go in alleviating the unemployment situation about which the Council had been concerned during the past two days.

Mr. Godt stressed that co-operatives could not be construed as welfare agencies in any sense of the word. He said that resources, particularly renewable resources, must be available and that a co-operative must be established on a sound economic base.

Mr. Lang asked about the fur garment industry at Aklavik.

Mr. Godt said that the transfer of this project to a co-operative was under way and he felt that the fur garment project was now economically sound.

Mr. Lang asked whether fur garment centres would be established at Tuktoyaktuk and Fort McPherson.

Mr. Godt said that the same person who had been at Aklavik was under contract to set up fur garment training centres at Tuktoyaktuk and Fort McPherson.

Mr. Robertson said that although the need in the east had been the greatest and co-operatives had been established there because of the heavy departmental responsibility for Eskimos, he wondered if the Council should not give thought to pushing the co-operative idea in the Mackenzie District to alleviate unemployment situations. He suggested that because of the more mixed population in the Mackenzie this might be approached as a territorial activity rather than a federal one based on ethnic division.

Mr. Jones said that Indian co-operatives operated under provincial auspices and that the Indian Affairs Branch was not intimately involved in co-operatives as was the Northern Administration Branch.

Mr. Godt suggested that the question raised earlier by Mr. Goodall, the wiring of houses at Fort Simpson, could be done on a co-operative basis. He said the same thing had been done in settlements in northern Saskatchewan.

Mr. Goodall doubted whether this would work.

Mr. Jones agreed with Mr. Goodall and questioned the advisability of setting up co-operatives when machinery was already available to lend money.

Mr. Robertson said he thought what Mr. Godt had in mind was that a co-operative could be set up and could be a vehicle for solving many peripheral problems.

Mr. Desrochers said he did not see how the Department could go ahead at the present time due to staff limitations. He wondered whether it would be worthwhile asking the Co-operative Union of Canada to explore, on a contract basis, the possibilities for co-operatives in certain parts of the Mackenzie District.

Mr. Godt thought this would be a very wise move as officers trained in the co-operative movement were very scarce.

Mr. Desrochers asked whether the fur trapping industry was amenable to co-operatives.

Speaking from experience, Mr. Lang thought that the fur marketing industry would be but that fur trapping must remain on an individual basis.

Mr. Godt said he agreed with Mr. Lang on the marketing aspect, but said he also saw a possibility for increasing the production of fur by establishing fur trapping co-operatives.

Mr. Lang asked how the profits from fur trapping would be distributed.

Mr. Godt said that it would be done on the same basis as in the fishing co-operatives, namely on a production basis. Otherwise, individual initiative would be thwarted.

Mr. Desrochers asked what the gross turnover during the last fiscal period had been.

Mr. Godt replied that when the final figures were available, the gross turnover in the co-operatives in the Northwest Territories and Northern Quebec during the last calendar year would be between \$750,000 and \$1,000,000.

The Committee rose and the Chairman, Mr. Lang, reported progress to the Council.

The Council adjourned at 6:00 o'clock P.M.

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THURSDAY, JANUARY 17, 1963

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10 o'clock A.M.

PRAYERS.

The Committee continued its consideration of Bill No. 1, Mr. Lang in the chair.

Mr. Gall enquired whether fishing in Great Slave Lake, around Fort Resolution, could be carried out by a co-operative.

Mr. Godt replied that he could not give a concrete answer until an economic survey of the area had been carried out.

Mr. Kaeser stated that fishing co-operatives would solve many of the problems in his constituency. The commercial fisheries were not interested in the smaller lakes in the Fort Smith area, he said. He added that the timber situation was comparable, and suggested that a co-operative might be established to harvest that resource. He said a fair amount of lumber would be required for construction at Pine Point. He added that here again the larger companies were not interested in harvesting the small stands of timber. He suggested that the Industrial Division look into the matter to see whether it would be economically feasible to establish a co-operative.

Mr. Coolican recalled that the Committee had discussed the possibility of letting a contract for a survey of co-operative possibilities in the Mackenzie District. He suggested that perhaps provision could be made in the estimates for this type of project.

Mr. Robertson thought that it might be better, first, to approach the Co-operative Union of Canada to see whether they would be willing to conduct a survey in the Mackenzie District.



Mr. Godt said he thought the Co-operative Union would be prepared to assist, even to the extent of providing part of the cost of such a survey, - perhaps on a matching basis.

Mr. Desrochers suggested that an approach be made to Indian Affairs Branch to see whether they would be willing to contribute towards such a program, but that the territorial government go ahead in any event. The Committee agreed.

The Committee commenced a detailed study of Bill 1.

In reply to a question by the Chairman who had asked how many supervisors would be appointed, Mr. Godt replied that only one supervisor would be appointed under the Co-operative Associations Ordinance, and that this supervisor would probably be the same one who had been appointed under the Credit Union Ordinance.

Clauses 1 to 3 - Agreed to.

Clause 4

Mr. Robertson asked the Legal Adviser whether the reference to the Mackenzie Territory in the Bill would cause difficulties at the time of the division of the Territories.

The Legal Adviser replied that it would probably be better to leave the reference to the Mackenzie Territory out of the Ordinance. He added that all such references would be covered by an Interpretation Ordinance enacted at the time the two new territories were formed. He suggested that the references to both the Mackenzie Territory and the Northwest Territories be removed and replaced by "the name of any province or territory of Canada".

Clause 4 - Agreed to, with amendment.

Clause 5 - Agreed to.

Clause 6 - Section 26 - Agreed to.

Section 26 A

Mr. Brown stated that this was the section in the Bill at which the Council had balked at the July session. The Council had wanted to know, he said, what reserve provisions had been made in provincial co-operative legislation.

Mr. Godt said the provinces had set reserve requirements at 10% in their co-operative legislation. He added that he had proposed to increase this requirement to 20% in the Territories because it was especially important to establish good reserves in the North. He said it was important for a co-operative to present good financial statements so as to be able to borrow more readily from commercial institutions.

In reply to a question, Mr. Godt said the Income Tax Act exempted co-operatives during their first three years, and that it was good business for them to build up their reserves during that period.

In reply to a question by Mr. Desrochers, Mr. Godt said that community recreation associations had no share capital and that, therefore, any surplus could not be distributed. He added that he could not imagine any co-operative engaged in a commercial operation without share capital.

In reply to a question by the Legal Adviser, Mr. Godt stated that the disposition of surplus funds at the dissolution of a co-operative had not been provided for under the Ordinance. In the provinces, he said, most co-operative legislation contained provisions to the effect that any surplus belonging to the co-operative upon dissolution would be used within a community for community purposes.

Mr. Robertson stated that the original Ordinance proposed to Council had contained provisions for winding-up, but that this had been eliminated because it had appeared to be too strict. He suggested that, since all the provinces had incorporated winding-up provisions in their legislation, it would seem proper for the Territories to have similar provisions.

Mr. Coolican suggested that the Ordinance be approved with the exception of subsection (3) of section 26A, and that winding-up provisions be submitted to Council at the next session.

The Legal Adviser recommended that the section be accepted. He would prefer, he said, to introduce a Winding-up Ordinance which would cover co-operatives, companies and all other fictional persons.

Section 26 A - Agreed to.

#### Clause 7

Mr. Smith queried the wisdom of this provision because it seemed to give the supervisor power to wipe a co-operative off the slate if it failed to operate for a time. He suggested that there might be times when a co-operative would wish to cease operations for one or two years and then resume. It should be possible, he thought, for the association to retain its identity under such circumstances.

Mr. Godt stated that the intention of the clause was to encourage co-operative associations to report.

Clauses 7 - 10 - Agreed to.

Bill 1 - Agreed to, with amendment.

The Chairman thanked Mr. Godt for his contribution to the deliberations of the Council, and asked Mr. C.M. Bolger, Administrator of the Arctic, to report on conditions in the Eastern Arctic.

#### Conditions in the Eastern Arctic

Mr. Bolger said he had recently visited most of the settlements in the Eastern Arctic. Conditions, he said, were generally satisfactory in the Franklin District, except at Pangnirtung, where disease had killed two-thirds of the trappers' dogs. The Keewatin District, he said, was less fortunate and could only be described as a chronically depressed area. The closing of the nickel mine at Rankin Inlet, he said, had meant the end of wage employment for all but a handful of men. A trapping project had been organized, but results were not expected to be substantial because this year was a low one in the fox cycle. In addition, he said, a vocational training program was being undertaken at Rankin to train men to work on construction jobs, and an arts and crafts program had also been instituted. He held out little hope, however, that these programs would do more than alleviate the distress. More encouraging, he thought, was the fact that three of the former Eskimo miners at Rankin had been hired to work at the new mine in Tungsten. If these three men proved successful, he said, the mine management would consider hiring additional ones. Other communities in Keewatin such as Baker Lake and Eskimo Point were also quite depressed, he said, and while efforts were being made to assist the residents to develop the resources of their areas, progress was proving to be slow.

Mr. Bolger commented on the liquor problem at Frobisher Bay. The three-week waiting period for beer, established by the Council in July, had done much to cut down excessive drinking among Eskimos, he said. He said that while this action had caused some resentment among the non-Eskimo residents, it was fulfilling the purpose for which it had been taken.

About 60% of the children of school age in the Eastern Arctic were now in school, Mr. Bolger said, and new classrooms were being built as rapidly as possible. He said it was hoped that a Vocational High School would be built at Frobisher Bay in the near future.

Mr. Gall asked a question regarding conditions at Eskimo Point as reported in the press.

Mr. Bolger replied that he had not seen the press report to which Mr. Gall referred. However, he admitted that, along with Rankin Inlet and Baker Lake, Eskimo Point presented the greatest problem of any community in the Arctic. He said that during the last two years there had been a Northern Service Officer and two teachers at Eskimo Point to work in the interests of the people. He said no start had been made on the production of arts and crafts at Eskimo Point because the residents did not seem to be artistically inclined, and because there was no qualified officer to promote this type of project. He said that every effort was being made to assist the economy of Eskimo Point through winter relief projects, and by grubstaking anyone who was able to get out on the traplines. He said there was less housing per capita in Eskimo Point than anywhere else in Keewatin. He said that, generally speaking, a beginning had been made at rejuvenating the economy of Eskimo Point.

Mr. Smith asked what percent of the Eskimos lived in Keewatin.

Mr. Bolger replied that about 30% of the Eskimos in his District lived in Keewatin.

Mr. Smith asked what percent of the Eskimos in Keewatin were on relief.

Mr. Bolger replied that it was difficult to say but he estimated that between 25% and 50% received some assistance during the year. The number on relief was subject to seasonal fluctuations, he said. The period from December to April was the hardest time.

Mr. Smith asked whether the percentage of Eskimos on relief in Keewatin was higher or lower than it had been during the past few years.

Mr. Bolger replied that it was higher because of the closing of the mine at Rankin Inlet.

Mr. Smith asked what were the long-term plans for improving conditions in the Eastern Arctic.

Mr. Bolger replied that through the development of resource harvesting projects and increased wage employment created by the opening of new mines, conditions could be expected to improve. He said reports of mining exploration in the area west of Eskimo Point held out good prospects for new mining development in the future.

Mr. Smith asked whether the majority of the unemployed were in the young or older age brackets.

Mr. Bolger said that the majority of the available jobs were held by young men because the older Eskimos had tended to stay on the land rather than move into wage employment.

Mr. Smith asked what the relief situation was in other parts of the Eastern Arctic.

Mr. Bolger replied that outside of Frobisher Bay only about 5% of the Eskimos were on relief in the District of Franklin, a pattern almost unchanged from previous years.

Mr. Smith referred to Mr. Bolger's previous comment that while there were often break-downs in communication between communities in the Eastern Arctic and Ottawa, once a senior officer arrived in a community the Eskimos had plenty to say. He asked what sort of "beefs" the Eskimos had.

Mr. Bolger replied that when he visited a community he usually held a meeting with the Eskimo Council or with the Eskimo community. He said that the topics most often raised were requests for more housing, more education and more employment. He said the Eskimos were concerned about what was and was not being done and were much better able to express their wishes and their needs than they had been in the past.

Mr. Smith asked whether any thought had been given to the possibility of establishing an Eskimo Council made up of Eskimos from all the communities in the Eastern Arctic.

Mr. Bolger said that no group had been envisaged in that precise form. He referred to the Eskimo Affairs Committee which for the past three years had had four elected Eskimo representatives from different communities in the North, both from the Eastern and Western Arctic. He said that there had been some discussion about the possibility of establishing a Keewatin Regional Council made up of Eskimo representatives from Coral Harbour, Eskimo Point, Rankin Inlet, Whale Cove and Baker Lake. He said it was the consensus of the Area Administrators in Keewatin that such an organization would not yet be workable.

Mr. Robertson thought that a Council organized on the basis suggested by Mr. Smith would not work unless the Eskimos saw a concrete need for it, and unless they had a definite interest in what was being done.

Mr. Smith suggested that such a Council, in addition to providing a forum in which Eskimos might discuss common problems, would also provide valuable experience for both its members and for those who elected them against the day when Eskimos might stand for election to the Council of the new eastern territory.

Mr. Coolican asked what prospects there were for fishing on the west coast of Hudson Bay.

Mr. Bolger said that in that area, domestic fishing was carried on fairly successfully, but that, at the present time, there was no commercial fishing.

Mr. Desrochers asked what interest was being shown in the sport hunting of seals.

Mr. Bolger said he understood there had been a large number of enquiries on this subject, but that extremely few hunters had yet journeyed to the Eastern Arctic.

Mr. Smith asked how useful the radio was in developing a sense of unity and mutual awareness among the Eskimos.

Mr. Bolger said he thought the radio did a great deal to promote these sentiments. He said that although the local radio stations at Frobisher Bay and Churchill served only a small area around the communities, the shortwave service was listened to extensively, as almost every family had a radio. He suggested that a film or filmstrip on the political organization of the proposed new territory would be useful.

Mr. Smith asked how much use was made of the radio for educational purposes.

Mr. Robertson said that apart from the two programs broadcast by Miss Ann Padlo each week giving news and commentaries of interest to Eskimos there was not too much in the way of educational programs, as such, broadcast

over the shortwave service. However, he thought that more programs of this sort could be produced if the right people could be found to broadcast them.

Mr. Robertson said that from his own experience in doing "The Commissioner Replies", he was sure that even a short program must have a producer. This would be particularly true, he thought, if the person doing the program were an Eskimo who might require a good deal of guidance. He suggested that programs did not just happen.

Mr. Bartlett observed that just to produce the tape for "The Commissioner Replies" cost about \$150 every other week for a fifteen minute program.

The Committee adjourned at 1:00 o'clock P.M.

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3 o'clock P.M.

The Committee continued its discussion of Eastern Arctic matters, Mr. Lang in the chair.

In reply to a question by Mr. Gall, Mr. Bolger indicated that the individualistic tendencies of the Eskimos were beginning to break down and that leaders were emerging. He stressed that great care must be exercised in selecting the right people as representatives of the Eskimos.

Mr. Gall observed that this was also true of the Indians in his area. All representatives brought to the recent sanitation workshop held at Yellowknife were by no means leaders among the Indians, he said.

Mr. Lang asked if there was any one settlement that might prove suitable as a future capital of the eastern territory.

Mr. Robertson replied that no central point had yet evolved in the Eastern Arctic, and that he could not see a territorial government moving into that area for some years to come.

Mr. Smith wondered why Frobisher Bay could not be selected from the beginning as the seat of government in place of Ottawa.

Mr. Robertson stated that a long look had been taken at this question and that it did not appear practical to consider such a move at this time. He noted that while physical communication was difficult between Ottawa and all parts of the Eastern Arctic, communication between Frobisher Bay and many parts of the area were often quite impossible.

In reply to questions from Mr. Desrochers and Mr. Gall regarding the co-operative housing scheme at Frobisher Bay, Mr. Bolger advised the Committee that 15 houses had been built in the Apex Hill subdivision at an approximate cost of \$4,600 plus the labour supplied by the members of the co-operative. The houses had three bedrooms, he said, and approximately 1,100 square feet of floor space. The value of each house would be \$7,000 or \$8,000, he thought. He said the co-operative was also planning houses in Ikaluit, where a subdivision had been laid out, although not surveyed. The houses were financed with money borrowed from the Eskimo loan fund, and interest at 5½% was being paid. The co-operative houses were larger and of better quality than those provided through the low cost housing plan at \$2,000 apiece, he said.

Mr. Desrochers urged that everything be done to complete surveys so that legal title might be granted to the owners of these homes.

The Committee agreed with the Chairman's proposal that it was desirable to have the Administration discuss with the Northern Service of the C.B.C. the possibility of increasing the number of shortwave programs in the Eskimo language to the eastern part of the Northwest Territories.

The Chairman thanked Mr. Bolger for the information he had provided to the Committee.

The Committee rose and the Chairman, Mr. Lang, presented the report of the Committee to the Council. The Committee recommended that Bill 1 be accepted as amended, and that the Administration should discuss with the Northern Service of the C.B.C. the possibility of increasing the number of shortwave programs in the Eskimo language in the eastern section of the Northwest Territories.

The Council accepted the report of the Committee.

### Second Reading of Bills

On a motion by Mr. Jones, seconded by Mr. Lang, Bill 2, An Ordinance to Authorize the Commissioner to Enter Into and Execute an Agreement with the Government of Canada Respecting Programs to Promote Fitness and Amateur Sport in the Territories, was read the second time.

On a motion by Mr. Desrochers, seconded by Mr. Goodall, Bill 3, An Ordinance to Amend the Insurance Ordinance, was read the second time.

On a motion by Mr. Goodall, seconded by Mr. Gall, Bill 4, An Ordinance to Amend the Low Cost Housing Ordinance, was read the second time.

On a motion by Mr. Coolican, seconded by Mr. Jones, Bill 5, An Ordinance to Amend the Motor Vehicles Ordinance, was read the second time.

On a motion by Mr. Lang, seconded by Mr. Smith, Bill 6, An Ordinance to Authorize the Commissioner to Grant a Franchise to the Canadian National Railways Company for the Installation and Operation of a Telephone System in the Settlement of Aklavik, was read the second time.

The Council resolved itself into Committee of the Whole to consider Bills 2 to 6, Mr. Goodall in the chair. The Committee agreed to consider, at the same time, Sessional Paper No. 16, Fitness and Amateur Sport Survey, Northwest Territories - November, 1962.

### Bill 2 - Fitness and Amateur Sport Agreement Ordinance

Fitness and Amateur Sport Survey, Northwest Territories - November, 1962 (Sessional Paper No. 16)

Mr. Robertson outlined the program of the federal government to provide funds to the provinces and territories to develop, promote and encourage fitness and amateur sport. Funds had been provided for a survey of existing conditions and facilities, he said. The Yukon Territory and the Northwest Territories had pooled their allotments and had hired Mr. H.G. McFarlane of the Ontario Department of Education, on a contract basis to make the necessary surveys, he said. Mr. McFarlane's report on the Northwest Territories constituted Sessional Paper No. 16.

Mr. Brown summarized the report, pointing out that the federal program was just being developed and that a meeting was to be held between officials of the Department of National Health and Welfare and provincial and territorial representatives at the end of January which should clarify the program envisaged by the federal government. In any event, he said, any projects proposed for the Northwest Territories would be submitted separately to the Department of National Health and Welfare and, if approved, the financial support given to the project would be shared 60% federal and 40% territorial. The maximum amount available to the Northwest Territories from Federal funds for 1963-64 was \$35,749, he said.

Mr. D.A. Davidson, Assistant Chief of the Territorial Division, gave further information on Mr. McFarlane's report, stating that his recommendations were in line with the federal proposals now being published. Emphasis was placed on leadership training in the initial stages, he said. In larger communities, the residents would be expected to share in the cost of the program, while in smaller communities a grant would be given outright. An important part of the report, he said, was the recommendation that a co-ordinator be appointed to give impetus and direction to the whole plan. Qualified personnel in this field were not easily obtainable, he added, and it might be difficult for the Territories to obtain a suitable person.

In reply to questions raised by Mr. Desrochers, Mr. Jones and Mr. Gall, Mr. Brown stated that the plan proposed for the Northwest Territories differed only slightly from those considered for other parts of Canada. Some of the available funds could be used for equipment, he said, but a great deal would go to pay the salaries of part-time instructors, and of the co-ordinator.

Mr. Smith drew attention to a statement in the introduction to the paper to the effect that the program would probably be utilized more by the whites than by Indians and Eskimos. He was very much concerned that the native people should not be forgotten in this program. He also expressed doubt that it was practical to require a small settlement to form an incorporated society before any assistance could be given. It would be too bad, he said, to deprive a community of assistance because it had not gone through the formality of incorporation.

Mr. Brown pointed out that one of the main problems was how to provide continuity for a program in a community. An incorporated society would provide this continuity, he said, and also make possible the payment of funds to a responsible body. Incorporation in the Territories was a fairly simple matter, he said, and a standard form could be worked out quite readily.

Mr. Desrochers suggested that the Council defer passing the Bill under discussion until the summer session so as to give the Administration an opportunity to study the proposals which had just been received from the federal government regarding the implementation of the overall program.

Mr. Brown said he thought the territorial government should enter into an agreement with the federal government as soon as possible in order to receive financial assistance. He said that by the summer session the Administration would be in a better position to know how the program might develop, and would be able to give a more complete report to the Council. However, he said, it would probably take a year to a year and a half before the program was a viable and useful instrument.

Mr. Robertson said he shared Mr. Desrochers' frustration that the Committee did not have enough information about what was involved. He said he realized that the Committee would not wish to sanction something about which it knew so little. On the other hand, he pointed out that no place in Canada was in more need of guidance in the general area covered by the fitness program than the Northwest Territories. He felt that if some sort of program could be got underway it would do much to assist in overcoming the problems of juvenile delinquency and excessive drinking. It would assist, particularly, the youth of the North who often, through no fault of their own, had no aim in life and were unable to fit into the new society which was emerging. He emphasized the need for leadership in projects undertaken in the North. He referred to the grants given to the Boy Scouts and Girl Guides Associations, and said that in a community where there was a person who could act as a leader, Scout and Guide programs really got off the ground. However, he said, if the leader left the community, the program more often than not collapsed. He said that there was a great need for one full-time co-ordinator whose prime duty would be to seek out and develop leaders in the communities. He suggested that a person

of the calibre required could not be obtained for less than ten or fifteen thousand dollars a year. In conclusion, Mr. Robertson said that the Council should bend every effort to produce a meaningful program.

Mr. Jones suggested that in small communities it might be worthwhile paying an honorarium to a civil servant to co-ordinate the fitness program. He emphasized that the overall co-ordinator, if secured, could only initiate programs; that others must take over at the local level. Otherwise, he said, the entire program was doomed to failure.

Mr. Brown said that during the first year heavy payments for training courses for leaders were envisaged. Mr. Brown read to the Committee the standard proposed agreement which had been drawn up by the Department of National Health and Welfare, and which would be signed by the provinces and the territories. He said that the agreement was in effect a permissive blanket under which projects could be put forward for approval to the federal government.

Mr. Brown said that the Department's field officers were overworked as it was. He did not think it wise to expect them to provide leadership for fitness programs in addition to all their other duties. He emphasized that the first thing must be to hire a person to organize a program.

Mr. Robertson said that perhaps the best step at the present time was to work out an agreement stipulating that the first thing to be done was the obtaining of the co-ordinator and that the Council should have a critical look at the program at the summer session when more details would be available.

Mr. Desrochers wondered if welfare officers and health officers who had a good idea of what was required in the North could not form a committee along with an expert in the field, - perhaps from a university, - and come up with a suitable program. He doubted that a single co-ordinator could develop a program by the summer.

Mr. Robertson said that there were not enough welfare officers in the Territories to look after the cases on hand, and that there were many people who were not being given proper health services because of a shortage of health officers. In the circumstances, he thought it would be out of the question to impose additional responsibilities on such officers.

Mr. Robertson suggested that the Council grant him authority to enter into an Agreement with the federal government, and that the Administration do its utmost to prepare a comprehensive plan for consideration by the Council at the next session.

Bill 2 carried.

### Bill 3 - Insurance Ordinance

Mr. Brown said that the amendment contained in this Bill had been recommended by the All Canada Insurance Federation. He pointed out that it had been incorporated into the insurance legislation of every province. He said the purpose of the amendment was to reduce the maximum liability under an automobile policy to the minimum amount required by the Ordinance where an accident occurred and damage resulted from nuclear energy when any of the parties involved in the accident was covered by a policy of nuclear energy hazard liability insurance. He pointed out that this was a relatively new type of insurance, available to anyone who might be dealing in nuclear materials, and who required public liability insurance. These policies, he said, were issued in large amounts of one-half million dollars or more and were pooled among all the insurance companies.

Bill 3 carried.

### Bill 4 - Low Cost Housing Ordinance

Mr. Robertson said that this amendment was designed to make it possible to lend money, under the Ordinance, to persons who were the holders of long-term leases granted by the Crown, for the construction of houses situated on unsurveyed land.



Mr. Brown reported to the Committee that information received from Fort Smith indicated that one loan application had been sent to Ottawa, and that nine applications were being held in Fort Smith. He said the administrator of the low cost housing program was in the Mackenzie District at the present time and would, presumably, be dealing with these applications in Fort Smith.

Bill 4 carried.

The Committee rose, and the Chairman, Mr. Goodall, reported progress to the Council on Bills 2, 3 and 4.

The Council adjourned at 6:00 o'clock P.M.

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FRIDAY, JANUARY 18, 1963

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10:00 o'clock A.M.

PRAYERS.

The Committee continued its consideration of Bills 2, 3, 4, 5 and 6, Mr. Goodall in the chair.

Bill 5 - Motor Vehicles Ordinance

Mr. Brown explained the purpose of the proposed amendments to the Motor Vehicles Ordinance.

Mr. Gall wished to ascertain that the intent of the Bill was to exempt only those trailers drawn by an automobile or a motorcycle.

Mr. Brown assured him that this was so.

Mr. Goodall stated that he had been requested by the local advisory council of Fort Simpson to enquire whether stop signs and yield signs could be erected in that community without authority from Fort Smith.

Mr. Brown explained that the erection of highway traffic signs was done by order of the Commissioner.

Mr. Gall enquired whether the Administration had been considering granting special rights to truckers operating within a limited area.

Mr. Brown replied that a full study of the Motor Vehicles Ordinance was being made, and that many points were being reviewed. He added that the Administration was not yet in a position to suggest definite amendments to the Ordinance, but he hoped this could be done by next July.

Bill 5 carried.

Bill 6 - Aklavik Telephone Franchise Ordinance

Mr. F.E. Richens of Canadian National Telecommunications was in attendance.

Mr. Gall asked whether a domestic telephone system for Aklavik was intended, or whether Aklavik would be tied in with the whole Mackenzie Communications System.

Mr. Richens stated that the expansion of the communications system was well in hand. He said authority had recently been received to extend

the network to include Fort Providence, Fort Simpson, Norman Wells, Fort Norman, Fort Good Hope, Fort McPherson, Aklavik and Inuvik. He said that Inuvik and Fort Simpson would be connected to the system by the fall of 1964. The local system at Aklavik, he said, would be connected to Inuvik. He added that, at present, Inuvik and Aklavik were connected, but only by a temporary line. The Northern Canada Power Commission was proposing to erect a new pole line at Aklavik, he said, and C.N.T. hoped to use the same poles.

Mr. Robertson asked whether the poles required for the land lines could be provided in the Mackenzie District.

Mr. Richens replied that he assumed the policy of his company was to use local timber by calling for tenders from local suppliers.

In reply to a question by Mr. Gall, Mr. Richens stated that the land line extension to Aklavik would use the tripod system.

Mr. Gall stated that Yellowknife had grown to depend upon the telephone for communication with the outside. He said the line across the river at the Mackenzie Crossing had broken a number of times, and asked whether C.N.T. had come up with a solution to this problem.

Mr. Richens replied that a submarine cable had first been laid at the Mackenzie Crossing, but that jammed ice had torn the cable out. This was replaced by an overhead cable, he said, but heavy frost action had broken it. Another jam had piled ice up to heights of 40 and 50 feet in the channel, he said, and had destroyed the line yet again. Within a few weeks, he said, it was hoped to have another, higher, span completed.

Mr. Desrochers asked whether the telephone system was provided by microwave or land line.

Mr. Richens replied that from Hay River north, the system consisted mainly of land lines, except for a few branches connected by radio. Hay River was connected to the south by a microwave system, he said.

Mr. Lang asked how far north C.N.T. proposed to go with a land line, when Inuvik would be connected to the outside and what type of inspection was being provided along the lines.

Mr. Richens replied that the land line would go as far as the Delta;- to either Aklavik or Inuvik. Inuvik should have outside service by the third quarter of 1964, he said. Inspection was carried out by helicopters, he said, when there were no roads available.

Mr. Robertson said he would ask the Industrial Division to investigate the possibility that the poles required by C.N.T. for its land lines might be produced in the Territories. This would be a most worthwhile endeavour, he thought, even if it proved necessary for the government to purchase the poles from loggers, stockpile them, and resell them to C.N.T.

He referred to Mr. Richens' statement that C.N.T. expected to use a new pole line being erected in Aklavik by N.C.P.C. Unfortunately, he said, N.C.P.C. was having to take a second look at the economics of their operation at Aklavik, and it appeared that if a new pole line were built, the power rate would have to be increased by a considerable extent. Mr. Robertson commended C.N.T. for the work being done in the Territories.

Bill 6 carried.

The Committee rose and the Chairman, Mr. Goodall, presented the report of the Committee to the Council as follows:

Bill 2, with one minor amendment is approved by the Committee on the understanding that the proposed Agreement will be reviewed with the Council at the next session, before instituting any program other than the hiring of a co-ordinator, if a suitable person can be found.

Bills 3, 4, 5 and 6 are approved by the Committee without amendment.

The Council accepted the report of the Committee.

### Second Reading of Bills

On a motion by Mr. Brown, seconded by Mr. Desrochers, Bill 7, An Ordinance Respecting Additional Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1963, was read the second time.

On a motion by Mr. Brown, seconded by Mr. Coolican, Bill 8, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1964, was read the second time.

The Council resolved itself into Committee of the Whole to consider Bills 7 and 8, Mr. Desrochers in the chair.

### Bill 7 - Supplementary Appropriation Ordinance

Mr. Brown introduced the Bill pointing out that the expenditures reflected in Allotments 302A, 303A and 304A were to cover increases in payments to recipients of categorical allowances approved by Council at the summer session, 1962. It had been agreed at that time, he said, that sufficient funds were available in the allotments to pay the higher allowances until the end of 1962, and that additional funds would be voted in the Supplementary Appropriations at the January, 1963 session to cover the payment of these allowances for the balance of the fiscal year. Mr. Brown said the funds requested in Allotment 301A were required because of a general increase in relief expenditures. He pointed out that the main item in the Schedule was one for \$100,000 to cover the cost of the program during the current fiscal year to combat the anthrax outbreak among the buffalo. He said that at the time of the emergency funds were taken from other allotments and must now be replaced.

Allotment 301A - Agreed to.

Allotment 302A - Agreed to.

Allotment 303A - Agreed to.

Allotment 304A - Agreed to.

### Allotment 604 - Anthrax Eradication Program

Mr. Gall raised the question of claims for compensation submitted by the outfitters after the anthrax outbreak had caused cancellation of the buffalo hunt.

The Committee agreed to consider Sessional Paper No. 5, Report on the Anthrax Outbreak Among Buffalo Herds, in connection with this allotment.

Mr. Brown stated that the claims had been submitted to the territorial government, and covered out-of-pocket expenses in the sum of \$2,583. Mr. Brown said that in his opinion the Council had no legal responsibility to pay the claims as the anthrax outbreak was an act of God, and the Department of Agriculture had seen fit to close the area. The question was, he said, whether the Council had a moral obligation towards the outfitters since they had gone into the Territories to help develop sport hunting. However, he cautioned that the Council would be setting a most unfortunate precedent by agreeing to pay the claims. He said that, although he sympathized with the outfitters, he was of the opinion that entrepreneurs must accept the risks involved in a venture as well as the profits.

Mr. Smith wondered if there might not be other ways in which the Council could assist the outfitters, short of paying them cash.

Mr. Gall asked whether the Administration had given thought to the request by the outfitters that they be allowed to take parties into the Mackenzie Mountains to hunt mountain sheep.

Mr. Brown said he was not aware that any such request had been made. Mountain sheep, he said, were not included among the animals which could be hunted on an annual special buffalo licence which permitted the taking of buffalo and black bear only. He said that to be eligible for a big game licence, which one required to hunt mountain sheep, one must have been a resident of the Territories for four years.

Mr. Gall said that the outfitters had made commitments with hunters around the world and suggested that the Council was, in effect, chasing them out of the Territories.

Mr. Brown denied that the Council was chasing the outfitters out of the Territories. It was federal legislation which had closed the area to hunters, he said, and the Council could hardly circumvent it.

Mr. Robertson said he agreed with the general views expressed by Mr. Brown. He said he could definitely not see the requests under consideration as admissible claims.

The Chairman asked whether the federal government had made any contribution to the anthrax eradication program.

Mr. Brown said that the territorial government had approached the federal government asking them to make a financial contribution. He said the federal government had been sympathetic, and had agreed to make a contribution to the extent of 50% of the cost of the eradication program, if the territorial government could show that they needed the money. He did not think the territorial government would be able to make a good case, since its financial statement would show an operating surplus for the year.

The Chairman suggested that the anthrax outbreak might well have implications for Canadians in many parts of the country, especially in Western Canada. It might affect so many persons, he said, that it could become a supra-provincial or supra-territorial responsibility.

Mr. Smith thought it would be wise not to approach the federal authorities, unless absolutely necessary, thereby conveying the picture that the territorial government was able to stand on its own feet. However, he said, if the anthrax problem persisted, as the sessional paper on the subject suggested it might, he did not think that the action this year should be taken as a precedent for action to be taken in the future.

Mr. Coolican said that if the Council did approach the federal government for financial assistance in the future, it would have to reconsider its attitude towards future claims from the outfitters.

Mr. Robertson agreed that the Administration should take a serious look at the possibility of permitting big game hunting in the Mackenzie Mountains. He suggested that the question might be pursued further during consideration of the Wildlife Vote in the main estimates. At that time, he said, it would be possible to have an officer of the Canadian Wildlife Service present to advise the Committee.

Allotment 604 - Agreed to.

Allotment 715A - Agreed to.

Allotment 5011A, Winter Works Program

Mr. Brown said that \$10,000 had been voted for this program in the last main appropriation and at that time it had been stated that additional

funds would be requested at the present session when it was known definitely what projects would be feasible. He pointed out that 50% of the direct payroll costs of approved projects was recoverable from the federal government.

Mr. Kaeser suggested that more than the planned amount (\$8,250) would be required at Fort Smith because of the depressed condition of the community.

Mr. Brown said it was difficult to find projects which would fit into the categories permitted under the winter works program.

Mr. Coolican thought the Administration should be complimented for the choice of projects, as he noted that in almost every case the project contained a high direct labour content.

Allotment 5011A- Agreed to.

Bill 7 - Agreed to.

Bill 8, Appropriation Ordinance, 1963-64

Mr. Brown gave a summary of the budget of the Northwest Territories for 1963-64. He said:

The estimates on operating account for 1963-64 call for an expenditure of \$5,977,227.00 as compared to estimated actual for 1962-63 of \$5,655,340.00, representing an increase of \$321,887.00 or 5.67% over this year's expenditure.

This increase is reflected in some measure in almost every vote in the budget with the largest increases being accounted for in the votes for education, health, welfare, liquor and justice.

The estimated expenditure of \$5,977,227 represents a total itemized budget of \$6,291,818 before deducting the normal 5%, and this amount is almost equal to the estimate of expenditure as forecast in the 5-year Financial Agreement of \$6,340,954. We are therefore contemplating a total itemized expenditure to within \$49,136 of the 5-year forecast. The overall deduction of 5%, however, which reduces the total amount to be voted to \$5,977,227 provides for an estimated saving of \$363,727 in the amount of expenditure for 1963-64 as forecast in the 5-year Agreement.

Revenue for 1963-64, including recoverable expenditures, is estimated at \$6,334,153 as compared to estimated revenues for 1962-63 of \$5,828,815. This estimated revenue, therefore, contemplates a surplus of \$356,926 for 1963-64. Supplementary estimates will undoubtedly reduce this surplus before the end of the fiscal year and any errors in estimates of revenue will also make further adjustment to the estimated surplus.

Without allowing for supplementary estimates or adjustment to revenues this estimated surplus represents a saving of 4.51% of estimated revenues. It would appear, therefore, that 1963-64 should end with a small surplus on operating account.

Our cash position is in credit balance. We estimate that as of 1 April, 1963, there will be \$637,942 in our Consolidated Revenue Fund and with the estimated cash surplus for 1963-64 of \$356,926, we should end up the fiscal year 1963-64 with a cash surplus of \$994,868. This will not likely be the fact, however, as supplementary estimates and any errors in estimated revenues will reduce the surplus accordingly.

Capital Expenditures for 1963-64 are estimated at \$1,055,535 of which \$497,848 represents revotes on items authorized in 1962-63 but not spent. Main items of capital expenditure are accounted for in construction of schools, health facilities, hospitals, local roads, grants to community centres and loans to municipalities.

Capital expenditures will be financed by funds recovered from the federal government under contributory arrangements and by loans from the federal government in accordance with policy outlined in our Five-year Financial Agreement with the federal government.

Details in respect to all items of expenditures and revenues are set out in the estimates.

Mr. Robertson commented that the territorial government was in a different financial position now, than it had been under the 1957-62 financial agreement. This year, he said, a surplus was expected, and a surplus on the next year's budget was also forecast. This meant, he said, that the Committee had some room in which to manoeuvre when considering the proposed budget. He suggested that the Committee take a hard look at the water and sewer programs proposed for the smaller settlements in the Territories, as the anticipated costs of these programs were proving to be much higher than those previously given the Council. The Committee, he concluded, would also wish to keep in mind the fact that a surplus on account was most useful when sudden emergencies, such as the anthrax outbreak, occurred.

Mr. Lang asked if any changes would have to be made in the Financial Agreement when the Territories was divided.

Mr. Robertson said no change in the basic principle of the agreement would be required, but that some minor additional costs would be involved. The report preliminary to the agreement, he said, had taken the possibility of the division of the Territories into account.

#### Item 1 - Education

Mr. B. Thorsteinsson, Chief, Education Division, was in attendance.

At the invitation of the Chairman, Mr. Thorsteinsson reviewed the education program in the Northwest Territories. He stressed the fact that the program was still a young one, and that, although great strides forward had been made, there were still many children in the Territories who were not being provided with an education of any sort. This fact, he said, taken in conjunction with the anticipated rapid increase in the number of children of school age, meant that additional classrooms and other related facilities would have to be provided. He mentioned the particular need in the Territories for teachers trained to act as vocation counsellors.

Mr. Gall expressed Yellowknife's pride that two students in that community had competed successfully in a Canada-wide competition for Grade IX pupils.

Mr. Thorsteinsson confirmed that two girls from Yellowknife had tied with the highest average marks for students at the Grade IX level. In general, he said, students in the Territories compared favourably with their counterparts in southern Canada.

Mr. Robertson asked for Mr. Thorsteinsson's opinion about the relative value of large student hostels as compared with small, family-style hostels.

Mr. Thorsteinsson replied that in his view a hostel program was essential to the effective operation of a school system in the Territories. He said he had been impressed by the response of the students in the larger hostels. They were ideal, he thought, in providing an atmosphere in which precepts of personal health and hygiene were absorbed. Even more important, he said, was the role of some of the hostels in bringing together students from the three main ethnic groups in the Territories. The small hostels, he said, while fulfilling an urgent need, did not compare favourably with the larger ones as instruments for teaching the principles which he had enumerated.

In reply to a question, Mr. Thorsteinsson said that although definite figures were not available, it was his opinion that the rate of learning was higher in the large hostels than in the smaller.

Mr. Robertson said he had frequently been told that Eskimo children often progressed more rapidly when living in hostels than when living at home because their parents, with the greatest of goodwill, did not know the purpose of education, or what they could and should do to help their children.

Mr. Thorsteinsson agreed. He added that a recent survey had shown that the home background was more significant to a student than was his basic intelligence.

In reply to a question by Mr. Desrochers, Mr. Thorsteinsson said that the primary curriculum used in the schools of the Northwest Territories was based on a recognition of the environment in which the students were living. It assumed, he said, that a student should begin with what he knows, and progress towards things and ideas which he does not know.

The Committee adjourned at 1:00 o'clock P.M.

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3:00 o'clock P.M.

The Committee continued its consideration of the Education Item in the Appropriation Ordinance, Mr. Desrochers in the chair.

Mr. Robertson recalled that Mr. Gall had expressed some uneasiness that the school curriculum in the Territories was centered on the requirements of the smaller communities rather than on those of communities such as Yellowknife. He added that he thought the curriculum was flexible, and that local teachers' committees could recommend or adopt certain curriculum changes for specific schools.

Mr. Thorsteinsson confirmed that this was so. He said it was wrong to conclude that, because the specialists on curriculum development were stationed in Ottawa, the curriculum did not reflect the suggestions and experience of teachers and other interested persons in the North. Any curriculum, he said, to be effective, must be flexible enough to permit variations required by special circumstances.

Mr. Smith asked whether he was correct in thinking that the Education Division planned to increase the capacity of the larger hostels.

Mr. Thorsteinsson replied that, although it was hoped that some training at the secondary school level could be given in certain of the smaller communities, most students at this level would have to be taught in high schools located in the few large centres. This meant, he said, that as the number of high school students increased, hostel accommodation would also have to be increased.

Mr. Thorsteinsson said that a one-room school provided neither a good learning situation for the students, nor a good teaching environment for the teachers. He said he would like to see at least two teachers in every school.

Mr. Smith asked how many children received education at a centre away from their home surroundings, and whether Mr. Thorsteinsson thought the percentage should be increased.

Mr. Thorsteinsson replied that approximately 1,200 children were receiving education away from home at the present time, and that the percentage could be expected to increase because of the large registration in the lower grades. He added that this increase would constitute proof of the success of the education program.

Mr. Smith asked whether there was a happy acceptance by both the parents and the children of the need to send children to school away from home.

Mr. Thorsteinsson replied that Eskimos were generally anxious to have their children attend school even if this meant their absence from home. He felt there was ready acceptance of the fact because parents believed education to be vital for their children.

Mr. Robertson observed that he had been approached by parents in more than one community who wished to send their children to a hostel because they felt that better results were achieved in hostels.

Mr. Goodall said he supported the school system because it offered equal opportunity for students of all races in the Territories.

In reply to a question by Mr. Desrochers, Mr. Thorsteinsson said that the rate of drop-outs in the Territories was approximately equal to the average across Canada.

Allotments 101 to 104 - Agreed to.

#### Allotment 105 - Vocational Training Aids and Grants

In reply to a question by Mr. Lang, Mr. Thorsteinsson stated that there were eight different vocational training courses given at Yellowknife.

In reply to a question by Mr. Goodall, Mr. Thorsteinsson said that eight or nine students were taking the heavy equipment course at Yellowknife. He added that a two-year vocational mining course was started at Yellowknife last year, and that assay training would be included in this course.

Allotment 105 - Agreed to.

Allotments 106 to 108 - Agreed to.

#### Allotment 109 - Correspondence Courses

In reply to a question by Mr. Robertson, Mr. Thorsteinsson stated that correspondence courses had proved to be worthwhile for many students but that some students found it difficult to follow the courses without some kind of assistance.

Allotment 109 - Agreed to.

Allotments 110 to 115 - Agreed to.

#### Capital Vote - Education

Allotment 1001 - Agreed to.

#### Allotment 1002

Mr. Thorsteinsson stated that approximately \$37,000 worth of equipment had been donated by the mines in the Yellowknife area for the vocational mining class.

Mr. Gall said that this gift was an indication of the interest shown by the mines in the program. He added that this interest was not confined to mine management, but was shared by everyone else in the community.

Allotment 1002 - Agreed to.

Allotment 1003 - Agreed to.



Allotment 1004 - Loans to Yellowknife  
School District No. 1

Mr. Robertson said that the request from the School Board, on the basis of which the Administration had prepared this item in the estimates, had stated that Lots 10, 11 and 12 would be used as a site for a new Junior High School. The Administration had felt, he said, that there was already insufficient playground space at this school and that the construction of a Junior High School on these lots would merely add to the problem. On this basis, he said, the item had been altered to show that the lots were required for a playground.

Mr. Brown added that the Fire Marshal was concerned about the fire hazard existing in the school complex, and would certainly object to any plan to increase its size by the addition of classrooms to serve as a Junior High School.

Mr. Gall agreed that the building was quite large enough, and that additional playground space was required. It would be preferable, he said, if the School Board could build the new Junior High School on another site.

Allotment 1004 - Agreed to.

Allotment 1005 - Agreed to.

Allotment 1006 - Grant to Yellowknife Museum

Mr. Robertson said that the policy approved by the Council had provided that museums in the Territories might receive capital assistance by way of Territorial capital grants to a maximum of \$5,000. The full grant had been given to the Yellowknife Museum, he said, but an additional \$3,000 had been requested. He pointed out that the museum building was more elaborate than originally planned, and that much of the work on it had been done by vocational students in Yellowknife. He suggested that the Committee might wish to approve this grant, on condition that the museum authorities be advised that no further capital assistance could be expected from the territorial government.

Allotment 1006 - Agreed to.

Item 2 - Health

Dr. J.S. Willis, Chief, Northern Health Division, was in attendance.

At the invitation of the Chairman, Dr. Willis introduced the subject, pointing out that most of the increases in this vote were due to adjustments made on the basis of more accurate census figures. The new Health Centre was near completion at Yellowknife, he said, and tenders for the new Centre at Hay River would be opened shortly. Although the general level of health in the Territories was steadily increasing, Dr. Willis warned that much work remained to be done. He described the outbreak of dysentery at Rae during the summer which caused eight deaths and the hospitalization of more than a hundred people, - and the epidemic of influenza at Spence Bay which took two lives. He expressed concern, as well, about the chronic shortage of dentists in the Territories.

Dental Services

Mr. Lang, commenting on Dr. Willis' remark about the shortage of dentists, said that in November a dentist had been sent to Aklavik for one week; at the request of the local authorities his stay had been extended to three weeks. He asked Dr. Willis why the dentist had been left at Aklavik for such a short time.

Dr. Willis said that the main reason for the shortage of dentists in the Territories was the fact that Civil Service salaries were not high

enough to attract them. To overcome the situation, Dr. Willis said, two approaches were open to Northern Health Division. The first of these included short-term contracts under which registered dentists were sent to one or more communities to provide dental care, - particularly for school children. This was expensive, he said; the going rate was \$40.00 a day, plus expenses. The dentist referred to by Mr. Lang, he said, was on such a contract. It was hoped, he said, that this man could be persuaded to stay in the Territories, either in a Civil Service position, or in private practice. If he wished to go into private practice, he said, Northern Health Division would assist him by offering space to him in a Health Centre on a rental basis.

The second alternative, Dr. Willis said, was to find qualified dentists in other countries, assist them to take the necessary courses at a dental college in Canada so that they might practice in this country and then place them in the Territories. This approach was being taken, he said, with one dentist at the present time. Federal funds were being used, he said, to finance this man's qualifying courses, but additional funds might be required and he thought that the Council might well be asked to provide them. He pointed out that great care must be exercised in selecting unregistered dentists for assistance of this sort.

Mr. Lang suggested that it would be better to have even a poor dentist than no dentist at all if a person were in pain.

Dr. Willis disagreed. He thought the scheme of assisting unregistered dentists would quickly fall into disrepute if poor dentists were sent to the Territories.

Mr. Coolican wondered if a dental scholarship fund could not be set up. This fund, he thought, might be part scholarship and part loan, with the loan forgiven if the dentist returned to work in the Territories. He said such a plan might be particularly appropriate in the years immediately ahead, when students capable of going ahead in the field of dentistry would be leaving high school.

The Chairman asked if mobile clinics manned by a university professor and one or two dentistry students could not serve the more remote parts of the Territories.

Dr. Willis thought this idea offered real possibilities.

Mr. Robertson wondered whether the factor of mobility might be provided by river transportation. He suggested that a dental clinic might be set up on a barge, which could anchor at various communities along the river for whatever period of time was necessary.

Dr. Willis pointed out that mobility was not actually a problem. He said the Canadian Dental Corps mobile kit could be set up in an hour. He felt it was better to spend the money on chartering aircraft for travel to remote places rather than on elaborate mobile equipment.

Mr. Lang asked whether dental positions were being advertised in other countries.

Dr. Willis said this was being done; a dentist in Philadelphia had expressed interest recently, he said, as well as a Greek dentist who was presently in Japan.

Mr. Lang asked why immigrant dentists could not practice in the Territories.

Dr. Willis replied that many foreign countries produced highly qualified dentists but that these persons could not practice in Canada without obtaining a licence from a provincial dental association. Under the Dental Profession Ordinance the Commissioner could grant a licence to anyone

he chose, he said, but the Administration preferred to accept the requirements of the Department of National Health and Welfare before granting a licence. These requirements, he said, included membership in a provincial dental association.

Mr. Goodall asked what salaries were paid to dentists under the Great Slave Lake Health Plan.

Dr. Willis replied that the minimum salary for a Dental Officer 2 was \$10,860 with a maximum of \$12,400. He noted that there was no dentist in this classification at present, a fact which indicated that dentists were not being attracted by the salary offered.

Dr. Willis said Northern Health Division hoped to make more use of dental assistants, because it had been shown that a dentist working with an assistant could accomplish 60% more work than he could working alone.

Mr. Gall asked how long it took to train a dental assistant.

Dr. Willis replied that three months of intensive training was required, followed by another three months of practical training with a dentist.

Mr. Coolican asked what could be done to encourage young people to go into this field.

Dr. Willis thought there should be a systematic approach towards such encouragement, and that it should be done through guidance officers in the Education Division.

Dr. Willis noted that the Council could not expect a perfect record from any plan to encourage students now in the Territories to become either dentists or dental assistants. Experience in other parts of the world, he said, indicated that a high proportion of such students would remain in southern Canada because the opportunities for them would be greater there. He suggested, however, that if even 20% of such students returned to work in the North, the effort and expense involved in the plan would be well worthwhile.

Mr. Robertson suggested that the difficulty encountered by doctors and dentists serving in relatively remote areas in keeping abreast of the latest developments in their chosen profession was one reason for the chronic shortage of such professional people.

Dr. Willis agreed. He thought that a career training program, similar to the one offered to young medical students or graduates by the Armed Services, might help a great deal. Two or three years' service in the North ought to be followed by a year's training in the south, he said.

The Committee rose at 6:00 o'clock and the Chairman, Mr. Desrochers, reported progress to the Council. The Council adjourned at 6:00 o'clock P.M.

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MONDAY, JANUARY 21, 1963

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10:00 o'clock A.M.

PRAYERS.

The Council resolved itself into Committee of the Whole to continue discussions of Bills 7 and 8, Mr. Desrochers in the chair.

Health Item (Continued)

Mr. Goodall referred to the recent death of Dr. Truesdell, the first doctor to practise in the Mackenzie District. He said Dr. Truesdell had assisted a very great deal in developing the Mackenzie. He had saved many lives, Mr. Goodall said, and had always served devotedly and well.

Mr. Gall suggested that the Council send a message of condolence to Dr. Truesdell's widow in Edmonton. Dr. Truesdell had been many things in his life, he said, and belonged to that bygone era when money was not the factor of prime importance. The Council agreed.

Mr. Jones stated that Dr. Truesdell had at one time been an Indian Agent, and that he wished to associate the Indian Affairs Branch with the remarks which had been made. He agreed that Dr. Truesdell had contributed much to the development of the Mackenzie District and of the Indians who lived there.

General Health Conditions

Mr. Robertson asked what had been done to implement the arrangements contemplated by the new health plan.

Dr. Willis replied that tenders had been called for the construction of the Hay River Health Centre and that he expected work would begin by the middle of March.

He noted that 1962-63 should have been the peak year for capital construction under the health plan, but that much of the construction had been deferred for one year.

Mr. Smith referred to recent adverse reports in the press concerning living conditions of Eskimos in the North. He thought the Committee ought to discuss reports of this sort, thoroughly.

Mr. Robertson said he had seen press reports which commented unfavourably on Eskimo housing standards at Eskimo Point and Cambridge Bay and which deplored racial segregation at Inuvik. He thought the Committee was well aware that housing for many Eskimos and for many other residents in the North left a great deal to be desired. At the same time, he said, the Committee was conversant with steps which had been taken by the federal government to improve housing for Eskimos and Indians, and by the Council itself - through the low cost housing program - to enable other residents of the Territories to improve their housing. Although more than 600 small housing units had been erected in the North for Eskimos during the past five years, he said, there was no question but that much more remained to be done. He warned that much housing in the North would remain small and poorly serviced by southern standards because of the high cost of providing materials and because of the high cost of providing fuel for heating.

Mr. Robertson said there was absolutely no segregation by race at Inuvik, although to a casual observer this might not appear to be the case. The serviced area at Inuvik had been developed for the community's services, such as the school, hostels, hospital, etc., and for the civil service staff who had to be brought to Inuvik from southern Canada, he said. What appeared to a casual observer to be racial discrimination, he said, was really a division based on income.

Mr. Lang thought it was natural for many visitors to the North from southern Canada to compare the housing they saw with the housing to which they were used.

Mr. Gall noted that one obvious reason for the increasingly crowded state of many Eskimos' houses was the fact that the number of children in each family was increasing. He wondered whether birth control information ought not be supplied until the Eskimos' economic situation improved.

Mr. Lang thought that the situation would right itself if the people could be provided with more education, more work and more organized recreation.

The Committee turned to a detailed consideration of the Health Vote.

Allotment 201 - Health Services for Indigent Residents

Dr. Willis observed that the amount expended on the provision of medical, dental and optical treatment for indigent "white status" residents had increased by some 300% during the past year.

Mr. Gall commented that the optical services provided at Yellowknife were much appreciated by the people of the community.

Allotment 201 - Agreed to.

Allotment 202 - Tuberculosis Control

Mr. Lang asked why there was an increase of \$4,500 in this Allotment since he understood tuberculosis was decreasing in the Territories.

Dr. Willis replied that while the total number of patient days was going down, the costs were going up. He emphasized the need for an active interest to be taken in communities in the Territories in the public health program. He said that during the past year 81% of the Eskimo population had been x-rayed, but that only 45% of the white status population had presented themselves for x-rays. When Northern Health Division was able to convince a larger percentage of the white status residents to have annual x-rays, he said, there would be a rapid decline in the funds requested under this Allotment.

Allotment 202 - Agreed to.

Allotment 203 - Agreed to.

Allotment 204 - Mental Health Services

Mr. Gall asked which ethnic group in the North had the greatest need for mental health services.

Dr. Willis replied that the greatest need was among the white group. He commented that public opinion in the North permitted a wider variance in behaviour patterns than in the south.

Allotment 204 - Agreed to.

Allotment 205 - Venereal Disease Control

Dr. Willis commented that the rate of venereal disease among the white population in the North was about the same as it had been for several years. However, he expressed concern about the increase of venereal disease among the native population, especially the Eskimos.

Allotment 205 - Agreed to.

Allotment 206 - Crippled Children Services

Mr. Robertson asked whether the substantial decrease in this Allotment indicated that there was less need of these services, or whether a plateau had been reached.

Dr. Willis said he thought that Northern Health Division had caught up with the backlog of cases. He said that with more nurses, doctors, welfare officers and teachers in the North, these cases were being spotted and action taken quickly.

Allotment 206 - Agreed to.

Allotment 207 - Agreed to.

Allotment 208 - General Public Health Program

Mr. Lang asked why only \$5,000 was being requested for dental care for children, while \$9,000 was being requested for the continuing study of hydatid.

Mr. Brown said that \$5,000 was the amount which was expected to be available from the federal government for this item, and did not represent the total amount to be spent on dental care for children.

Dr. Willis observed that, while it appeared that a substantial sum of money was being spent on research into only one disease, this was part of a pool of research knowledge being obtained by the Canadian health authorities. He said that the results of similar research being done in other parts of the world, such as Alaska and Greenland, were made available to the Canadian government, while Canada, in turn, made the results of its studies available to Greenland and Alaska.

Allotment 208 - Agreed to.

Allotments 209 and 210 - Agreed to.

Allotment 211 - Hospital Insurance Services

The Committee agreed to consider Sessional Paper No. 3, The Annual Report of the Territorial Hospital Insurance Services Board.

Mr. Robertson paid tribute to the excellent manner in which Dr. Procter, Dr. Willis and Mr. Brown had set up the T.H.I.S. administration.

Mr. Gall said that a year or so ago there had been some criticism that treatment in the hospital at Yellowknife was not up to standard.

Dr. Willis replied that considering the size and needs of the community, and the fact that doctors other than general practitioners were unlikely to be attracted to Yellowknife, the hospital services in that community were, in his opinion, quite adequate.

The Chairman asked why there was an increase of 25% in the rates shown in Table 4 of the sessional paper.

Mr. Brown said that upward adjustments had been made in the rates during the past two years, that they had now reached a plateau, and would be levelling off. Mr. Brown informed the Committee that Mr. J.R. Bryan, Executive Secretary of the T.H.I.S. Board had resigned and had been appointed Superintendent of a new hospital to be built in Ottawa. Mr. Brown said that Mr. Bryan was an expert in his field, and that he had worked diligently for the territorial government. His position would be a difficult one to fill, he said.

Allotment 211 - Agreed to.

Allotment 212 - Agreed to.

Allotment 2001 - Territorial Share of Northern Health Services (Capital)

Mr. Brown pointed out that a large percentage of this allotment was for the Yellowknife and Hay River Health Centres. A substantial proportion of the amount requested was a revote from last year, he said.

Allotment 2001 - Agreed to.

Allotment 2002 - Agreed to.

Item 3 - Welfare

In attendance were Mr. F.J. Neville, Acting Chief, Welfare Division and Mr. T.D. Stewart, of the Welfare Division.

At the suggestion of the Chairman, the Committee agreed to discuss Sessional Paper No. 8, "Social Benefit Programs for Residents of the Northwest Territories", in conjunction with the welfare vote.

Mr. Brown recalled to the Committee that this paper had been prepared as a result of opinions expressed at the last Council session that welfare benefits available to some ethnic groups in the Territories were more generous than those available to other groups.

Mr. Coolican observed that most economic development programs in the Territories appeared to benefit only Indians and Eskimos. He asked why similar programs could not be made available to persons of white status.

Mr. Stewart said that the economic development programs carried out by the territorial government, - road construction, municipal development, provision of campgrounds, etc., provided a solid base of essential services without which none of the ancillary programs of economic development provided by the federal departments for Indians and Eskimos could be effectively operated.

The Chairman asked how many Metis there were in the Territories.

Mr. Stewart replied that it was very difficult to give an accurate figure as the number of Metis fluctuated, depending on the social position of the individuals concerned. However, he said, a rough guess would be between 2,500 - 3,000. He added that there was no question but that the Metis required a great deal of assistance.

Mr. Lang recalled that he had raised this question before in Council. He said that discrepancies in social benefit programs, especially in the Delta area where the three ethnic groups lived--for the most part harmoniously--alongside one another, often created hard feelings. He said that the Indians were now at the bottom of the scale with respect to the amount of assistance available to them.

The Committee adjourned at 1:00 o'clock P.M.

3:00 o'clock P.M.

The Committee continued its consideration of Bills 7 and 8, Mr. Desrochers in the chair.

Mr. Lang suggested that the Department of Northern Affairs, the Indian Affairs Branch and the territorial government should draft an agreement on relief assistance in order to treat all residents exactly alike regardless of status. He added that relief should be administered by territorial staff when the new Mackenzie Territory was formed.

Mr. Jones congratulated the Administration on the excellence of the sessional paper under discussion. He agreed completely with Mr. Lang's thesis that all residents of the Territories should be treated equally in matters of social assistance. The problem of how much assistance should be given to an individual, and under what circumstances it should be given, was

a most vexing one, he said. The government was usually damned if it gave too much assistance, and damned, equally, if it gave too little. The relief rates paid to Indians in the provinces varied, he said, because the Branch attempted to keep these rates in line with provincial practices.

Mr. Neville said that the method used to establish rates by the Department of Northern Affairs was the same as that used by the Indian Affairs Branch. The Indian Affairs Branch rates were established first, he said, and the Department had made use of the research done by National Health and Welfare into what constituted a basic diet, to arrive at roughly the same rate as Indian Affairs Branch.

Mr. Gall stated that the Indian and Eskimo races had survived because their people were self-reliant. Most groups had known hard times, he said, and often a man had been forced to ask help of his neighbour, but this help had always been repaid. The first contact many present-day Eskimos had with "southern civilization", he said, came at military establishments such as Frobisher Bay, where enough food was thrown out the back doors of the kitchens in a day to maintain the Eskimo community for a week. Was it any wonder, he asked, that so many Eskimos had migrated to these larger centres? Mr. Gall agreed that too much relief demoralized the Eskimos. He added, however, that if relief was not given, the Administration was criticized.

Mr. Coolican noted that the paper specified that persons of white status were at a disadvantage because credit facilities and economic development programs were not being provided for them. Economic development programs should be implemented, he said, to help people to help themselves. Many of the Metis, he said, lived lives little different from most of the Indians and Eskimos. It was the Council's responsibility to devise a method of helping them, he said.

In reply to a question by Mr. Smith, Mr. Robertson said that it was not too difficult to define an Eskimo, Indian or "other" for purposes of deciding financial responsibility. He added that the Council, in the past, had studied the problems of Indians and Eskimos because they were citizens of the Territories, and that the Council had suggested to the federal authorities on many occasions that some remedial action should be taken on their behalf. He reminded the Committee, however, that while the Council was not required to pick up the tab for programs instituted to assist Eskimos and Indians, it would be necessary to pay for any programs instituted for persons of white status. He added that perhaps the Administration had not paid enough attention to the problems of white status persons.

Mr. Smith asked whether the question of responsibility for Eskimos had ever been decided constitutionally.

Mr. Robertson replied that this question had been disputed in 1937 or 1938 between the federal government and the Province of Quebec, before the Supreme Court of Canada. The Supreme Court had ruled, he said, that Eskimos were Indians and, as such, were the responsibility of the federal government. He added that all aspects of the question had by no means been definitely settled to the satisfaction of all governments.

Mr. Jones stated that there was a continuous fight between provincial governments and the Indian Affairs Branch. He said Indians paid all provincial taxes except land taxes, and also had the right to vote. He felt that the provinces should assume responsibility for Indians in the same way that they assumed responsibility for other citizens; the Indians should have the same status as other residents.

The Chairman asked whether the Council could not embark on a program which would employ Indians, Eskimos and others.

Mr. Robertson agreed that the territorial government could embark on such a program, but that this did not mean that any federal department would be forced to contribute part of the cost.



Mr. Lang thought that a work relief program should be instituted in the Territories, under the auspices and direction of the territorial government, and covering persons of all ethnic groups. If this were done, he asked, could the territorial government prevent Indians and Eskimos from getting straight relief?

Mr. Robertson replied that an agreement had been entered into with the Indian Affairs Branch to the effect that the territorial government would provide education facilities for all Indian students in the Territories. The same type of agreement could be entered into with respect to relief assistance or economic development programs if the Council so wished, he said.

Mr. Coolican agreed that work relief programs should be provided. He also urged that a study be made to see whether a territorial economic development program could not be provided.

Mr. Lang agreed that all differential treatment based on status should be done away with and that all programs should apply equally to all residents without reference to status.

Mr. Gall repeated that something-for-nothing does not form part of the Eskimo make-up, and that they would prefer to work for any help they receive.

Mr. Lang stated that the only way for natives to keep their self-respect was to succeed by their own efforts.

Mr. Brown said that under the existing policy no relief should be issued to a person who could get employment. He said that it seemed to him the big question was whether relief should be refused to a person not willing to go on his trapline.

Mr. Neville said that until there was enough employment for all in the Territories, assistance would have to be given to many employable unemployed. The present policy, he said, required that applicants for relief must have made a real effort to find work, or to support themselves by trapping. In most cases, he said, assistance was denied a person who refused to attempt to help himself. However, he said, he thought it preferable in circumstances of this sort to give some assistance to such a person while attempting to discover the reason for his apathy.

Mr. Stewart suggested that the best way to look at relief was as an index to impending danger. When relief costs increased, he said, the Council was justified in expressing concern, because the increase indicated that all was not well in the Territories.

Mr. Lang agreed that trapping was a big gamble which contained a certain element of risk. He said success did not always follow sustained effort, and that in such cases assistance should be offered. But, he added, there was a need for someone to check on all of these cases. There was only one welfare officer in the Delta, he said, and he knew that he was too busy to investigate properly all of his applicants.

Mr. Kaeser said the increase in relief had been very noticeable in Fort Smith, particularly because of the cutback in government construction on which so many people had depended for summer employment. He said many people used to live by working in summer and trapping in winter--in addition to collecting unemployment insurance. He agreed with Mr. Lang that the relief program was not being properly supervised to ensure that able-bodied applicants were unable to find work, and to ensure that proper use was made of the assistance received.

Mr. Robertson said all members of the Committee seemed to agree that the answer to the increasing problem of social assistance was the provision of more work. How, he asked, could this be done? If the economic base of the Territories was too narrow to ensure employment to all its residents, he wondered how far the government could go in providing "uneconomic" work.

Mr. Robertson replied that the need for this road had been assessed each year for the past four years by a Committee made up of officials of the Department of Northern Affairs and the Department of Mines and Technical Surveys. He said that \$100,000 had been placed in the Federal Estimates for the past two years for surveys of a possible route. No decision had yet been taken to proceed with construction, he said.

The Committee agreed to consider Sessional Paper No. 4, Report on Dust Control.

Mr. Brown said the report outlined what had been done in four communities, - Fort Smith, Fort Simpson, Inuvik and Aklavik, - in an effort to establish a suitable dust control program. He said the program had proven reasonably successful in two communities, but had failed in the other two because of unsuitable weather conditions.

Mr. Gall asked whether it would not be preferable to take the money which would be spent on the dust laying program over a ten-year period and use it to hard-top the roads.

Mr. Merrill replied that the cost of laying hardtop was completely out of the range of the funds provided for the dust control program.

The Committee rose at 6:00 o'clock, and the Chairman, Mr. Desrochers, reported progress to the Council.

The Council adjourned at 6:00 o'clock P.M.

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TUESDAY, JANUARY 22, 1963

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10:00 o'clock A.M.

PRAYERS.

Returns. Mr. Brown tabled a Reference for Advice entitled Territorial Jail and Correction Service, (included in Appendix A as Sessional Paper No. 22).

The Council resolved itself into Committee of the Whole to continue consideration of Bills 7 and 8, Mr. Desrochers in the chair.

The Committee agreed to consider Sessional Paper No. 13, Water and Sewer Systems in the Northwest Territories.

Dr. J.S. Willis and Mr. A.B. Yates, Acting Chief, Engineering Division, were in attendance.

Mr. Brown introduced the subject. He recalled that the report of the Interdepartmental Committee on Federal-Territorial Financial Relations had recommended that water and sewage services be provided to residents of many communities by the territorial government because of the health hazard which existed in these communities. A detailed analysis had been made of the cost of providing trucked services at Rae, Fort Norman and Fort Providence, he said, and in each case the cost to the home owners, using the formula which had been accepted by both the federal and territorial governments, was far in excess of what had been anticipated. The residents, he said, simply could not be expected to pay these rates.

Mr. Robertson agreed that the rates shown in the paper would be well beyond the capacity of the residents to pay. On the other hand, he said, the outbreak of dysentery at Rae last summer showed how dangerous the hazard was becoming in some communities and indicated that steps would have

to be taken to improve the situation. The health authorities were urging that a completely trucked system be established at Rae, he said, but were less insistent about the need in other communities. He thought that the cost-sharing formula would have to be revised under the circumstances. Perhaps, he said, a flat rate to the users ought to be established, although this would add considerably to the annual costs which have to be paid by the two governments.

Mr. Coolican suggested that the difficulty arose because of the small populations in the communities in relation to the fixed capital and operating costs. If a flat rate were adopted, he said, increases in population could reduce the amount of the subsidy in future years.

Mr. Robertson said he did not see much chance of the populations of Rae or Fort Norman increasing, although Fort Providence might well do so.

Mr. Robertson agreed with Mr. Gall that Rae was still the traditional meeting place of the trappers in that area. The 700-odd people who lived in and around that community, he said, did not appear to wish to live elsewhere, although Rae was a poor location for a community from many points of view. He referred to the building of Inuvik as a substitute for Aklavik, and noted that many people still preferred to live at Aklavik.

Mr. Coolican asked at what amount the rates should be fixed.

Mr. Brown replied that the Financial Committee had considered that the annual rate to a minimal water and sewage user should not greatly exceed \$50.00; for a partial user, \$100.00; and for a full user, \$150.00. He explained that a minimal user assumed a home in which the sanitary conveniences consisted of a water barrel and a can-type toilet; a partial user assumed a kitchen sink with a drain, in addition to a can-type or chemical toilet; a full user involved sinks in both kitchen and bathroom, a tub or shower, a pressure system and a chemical toilet. He suggested that a flat rate of \$5.00 a month might be appropriate for water and sewage services to a minimal user, and \$3.00 a month for either the water or the sewage service.

Mr. Robertson observed that, in the communities concerned, there was no community organization to accept responsibility for the operation of the systems. He wondered if it would be possible to let a contract to a private individual who would collect both the governments' shares of the costs and the users' share.

Mr. Brown said the Financial Committee had recommended that the operation of water and sewage systems be a territorial responsibility. He said he could not see how an individual could operate the system successfully on a contract basis which provided for collections from individuals.

The Chairman said he was worried that the Committee was being asked to establish a new policy when the information on the basis of which a policy might be determined was not available.

Mr. Brown sympathized with the Chairman's dilemma. He said the Administration wished to proceed with a full system at Rae, and with partial systems at Fort Norman and Fort Providence, in order to be able to assess, under operating conditions, how best the very considerable problems might be overcome. The experience gained, he said, would enable the Council, at a later date, to establish a workable policy which could be applied to other communities. The real core of the problem, he thought, lay in gaining the acceptance and co-operation of the residents. Experience was necessary, he said, in order to gauge what local reaction would be.

In reply to a question by the Chairman, Dr. Willis stated that more thought should be given to the techniques of providing water and sewage services. He agreed with the view that the program should be considered an experimental one. He said he approved of the general aims of the program, although he did not agree with certain specific details of it. He deplored

the fact that Public Health Engineers on the staff of the Department of National Health and Welfare had not been consulted about the proposed programs until a short time ago. These officers, he said, had had extensive experience in questions of this sort, and he thought that their advice would have been invaluable.

Mr. Gall suggested that Rae should be provided with a temporary pure water supply early in the spring, even though the full system would not be installed until late summer.

Mr. Yates replied that the water and sewage trucks could be delivered to Rae before break-up and that the trucks could supply water from a lake some 15 miles distant until the plant system was in operation.

Both Mr. Lang and Mr. Kaeser agreed that it was urgent that the proposed program at Rae be proceeded with.

Mr. Coolican suggested that the Committee recommend going ahead with the proposal for Rae, - either the one contemplated in the paper, or another to be drawn up in consultation with Northern Health Service.

The Chairman summarized the discussion thus far, saying that the Committee appeared to endorse the plan for Rae in principle, and would leave the details to refinement by the Northern Administration Branch and Northern Health Division.

Mr. Gall asked what was involved in putting in a water supply system at Fort Providence.

Mr. Yates said that the most reliable source of water at Fort Providence was at a point between the settlement and the ferry crossing. Therefore, he said, a small intake pipe would be put into the water at that point, and the water piped to a pumping station on the bank of the river where it would be filtered, chlorinated and stored. From there, it would be trucked to the buildings in the settlements.

Mr. Gall asked how the water system worked at Fort Simpson.

Mr. Goodall said that it worked satisfactorily. Some of the residents, he said, obtained their water at water points located in the settlement; others had water delivered to their homes by a local entrepreneur at a cost of \$1.50 for two barrels.

In reply to a question by Mr. Brown, Dr. Willis said that the water in the Mackenzie River was not, generally speaking, dangerous to health. On the other hand, he said, the lake from which the residents of Rae were drawing their water was very contaminated, especially during the spring and early summer months. If he were forced to choose between a water supply system or a waste disposal system at Fort Norman, Fort Providence or any other community along the Mackenzie, he said, he would take the waste disposal system without hesitation, although it might be less popular with the residents.

Mr. Robertson suggested that a water system for Fort Providence involving one standpipe for the community might be worth considering.

Dr. Willis said that if people were going to be made to continue to bucket their own water they would probably only carry one or two gallons per person per day. He said that from a public health standpoint this was not sufficient. If, on the other hand, he said, the decision were taken to provide trucked water, the problem of disposing of an increasing amount of waste water would still confront the community.

Mr. Brown said the Administration had proposed a water system, rather than a sewage disposal system at Fort Providence because the soil at

that community appeared to lend itself to a waste disposal system based on the use of pit privies. He admitted, however, that there was no guarantee that pit privies would be satisfactory. He thought that if Dr. Willis, as a recognized authority on public health, recommended against putting in a water delivery system without a waste disposal system, the Committee might well ponder his views.

Mr. Smith asked whether there would be much difference in the total cost if the two programs were undertaken separately.

Mr. Yates said that it would probably cost about \$10,000 more in total, because a contractor would have to transport his men and equipment twice.

Mr. Robertson suggested that the committee recommend going ahead with the provision of a safe water supply only at Fort Providence, and wait to see what the results would be.

Mr. Merrill said he felt personally that this solution would be satisfactory. He referred to the water system at Aklavik where the Community Association looked after the trucking of the water, and required assistance only rarely. He thought it probable that an individual or an association could be found at Fort Providence to handle the water delivery on a contract basis.

Mr. Goodall asked whether water would be provided to the contractor at no cost. He said this was not the case at Fort Simpson.

Mr. Brown was of the opinion that the water should be provided to the trucking contractor at whatever it cost the Administration to produce it.

Mr. Robertson thought it should probably be made available to the contractor free of charge, as any cost would be passed on to the consumers.

Mr. Coolican said that the program should certainly be tailored to what the consumer was going to pay.

The Committee agreed that pure water should be made available to the residents of Fort Providence by means of a water treatment plant, and a pump which would raise the water to the top of the escarpment.

On the question of Fort Norman, the Chairman asked whether the Committee wished to go along with Mr. Coolican's earlier suggestion that the Administration study the problem more thoroughly in co-operation with Northern Health Division. The Committee agreed.

Allotment 401 - Maintenance of Resource and Communication Roads

Mr. Gall asked whether signs advertising the "Mackenzie Route" had been placed on Alberta highways.

Mr. Brown said that he did not think so, but that the Administration would look into the question.

Allotment 401 - Agreed to.

Allotment 402 - Tote Trails

Mr. Brown said that during the current year expenditures amounting to \$35,000 had been approved for the construction of tote trails.

Allotment 402 - Agreed to.

Allotments 403 and 404 - Agreed to.

Allotment 405 - Fire Protection in Settlements Outside  
Municipal Districts and Local Improvement Districts

Mr. Gall and Mr. Lang commended the volunteer fire brigades for the work which they were doing in the Northwest Territories.

Allotment 405 - Agreed to.

Allotments 406 and 407 - Agreed to.

Allotment 408 - Water and Sewer Systems

The Committee agreed to deduct \$14,760 from the item, leaving an amount of \$21,018.

The Committee adjourned at 1:00 o'clock P.M.

3:00 o'clock P.M.

The Committee continued its consideration of Bills 7 and 8, Mr. Desrochers in the chair.

Development Services - Capital

Allotments 4001 and 4002 - Agreed to.

Allotment 4003 - Fire Protection in Settlements Outside  
Municipal Districts and Local Improvement Districts

Mr. Whatmough, Fire Marshal of the Northwest Territories, described the fire truck requested for Aklavik, and said that the amount shown in the allotment included the cost of transportation.

In reply to a question by the Chairman, Mr. Whatmough said that proper fire trucks were located at Inuvik, Fort Simpson and Fort Smith.

Allotment 4003 - Agreed to.

Allotment 4004 - Construction of Campgrounds  
and Picnic Grounds

Mr. Gall questioned the policy on grants toward the development of campgrounds in municipal districts. He said that Yellowknife had applied for such a grant, but that the application had been turned down.

Mr. Brown reviewed the policy approved by Council. He said that Yellowknife had applied for assistance, under the program, to clear the municipal beach. The policy, he said, envisaged assistance for the construction of campgrounds or picnic grounds which would be used by tourists. The Administration had not thought, he said, that the beach at Yellowknife could qualify.

Allotment 4004 - Agreed to.

Allotments 4005 and 4006 - Agreed to.

Allotment 4007 - Water and Sewer Systems

Mr. Brown stated that in line with the Committee's earlier recommendation, this Allotment should be reduced to \$57,629.

Allotment 4007 - Agreed to.

Item 5 - Municipal Affairs

The Committee agreed to consider Sessional Papers No. 11 and 12 in conjunction with the Municipal Affairs Vote.

Sessional Paper No. 11 - Land Use, Hay River

Mr. Kaeser read to the Committee a telegram he had received from Hay River requesting immediate action to improve the water supply and sewage disposal facilities in that community. The present water treatment plant, he said, was not adequate and the well from which the water was drawn was running low for the second winter in a row. He said the soil on Vale Island was thoroughly contaminated from years of using pit privies and a piped sewage disposal system was urgently required.

Mr. Brown said the Administration was well aware of the need to improve the sanitary facilities at Hay River, but he recommended that no plans be approved until the recently completed land use development plan had been studied and until it was known definitely what land would be required for the Great Slave Railway.

Mr. Robertson agreed with Mr. Brown. He said the federal government had substantial requirements for water and sewer facilities at Hay River, and should provide its share of the cost. He noted that cost-sharing arrangements would have to be studied, as it would be necessary for the municipal district to provide a fair share of the cost. This would be awkward, he admitted, since the federal government had provided the full capital cost of the system at Yellowknife. This kind of generosity was no longer possible, he said.

In reply to a question by Mr. Gall, Mr. Brown stated that the water system well at Hay River had been designed as a temporary measure only, to provide water for drinking and cooking purposes. One good reason for the shortage of water, he suggested, was the fact that too much was used for other purposes.

Mr. Robertson suggested to Mr. Kaeser that he press the Hay River Council to submit their development plan to the Administration as soon as possible.

Sessional Paper No. 12 - A Proposal to Create a New Level of Municipal Government

Mr. Robertson said there had been a growing feeling that provision should be made for a level of local government mid-way between the municipal district and the local improvement district. This paper, he said, reflected the opinions of the Administration as to the best way to provide this.

Mr. Kaeser said he did not like to see three appointed members on the local advisory council, nor did he approve of a two-year term.

Mr. Robertson stated that the reason for proposing some appointed members on the council was to ensure that the council would have sufficient experience to handle financial matters with some degree of responsibility. He recalled that the same situation had applied at Yellowknife and Hay River when they had first obtained municipal status. He said a fairly high proportion of the people in the North, - including civil servants were prohibited from standing for municipal office, yet might have much to contribute to local development.

Mr. Goodall said that before agreeing to the proposals listed in the sessional paper he would like to discuss their implications with his constituents.

Mr. Robertson thought that the Council, as the legislative body for the Territories, had the responsibility to decide matters such as these, although expressions of views would be welcome. He thought the drafting of the Bill to create the new level of municipal government should go ahead.

Mr. Brown said it was hoped to present this Bill at the next session. The Administration, he said, hoped to obtain the approval in principle of the Council so that the drafting could go ahead.

Mr. Smith suggested that Mr. Goodall might consult with the people at Fort Simpson on his return and, if there were any suggestions, these could be communicated in writing to the Administration and incorporated in the Bill as it was being drafted.

Mr. Robertson agreed that this would be a good idea, and suggested that Mr. Goodall make it very clear to the Fort Simpson Advisory Council that under the proposed system the Council would have direct control over the raising and spending of money.

The Chairman asked why Inuvik was not being considered for incorporation under the new plan. He thought the community had enough assessable property to make incorporation feasible.

Mr. Brown said the problem at Inuvik was not that there was not enough property, but that the property was federally-owned. However, he said, in such an instance the municipality would receive federal grants in lieu of taxes.

#### Prerequisites for Village Status

Mr. Brown said that the prerequisite that there be at least fifty ratepayers in a settlement before incorporation could be considered was based on practice in Alberta.

The Committee agreed.

#### Constitution of Council

Mr. Kaeser suggested that only two members be appointed and that the other four be elected.

Mr. Lang thought it would be better to start out with three appointed and three elected.

Mr. Goodall said that on the Local Advisory Council in Fort Simpson all eleven members were elected.

Mr. Kaeser said that all members of the Fort Smith Advisory Council were elected.

The matter being put to a vote, all members of the Committee, with the exception of Mr. Kaeser, voted in favour of three elected and three appointed members.

Mr. Gall asked whether the Secretary-Treasurer would be paid an honorarium. He said the Secretary-Treasurer was the most important member on the Town Council.

Mr. Brown said that an honorarium had been provided for in the new proposal.

#### Powers and Responsibilities

The Committee agreed with the proposals outlined in the paper.



Finance

The Chairman asked whether there was any danger that a village which qualified for town status might refuse to accept the new status.

Mr. Brown said the Municipal Ordinance would provide that the Commissioner would have the power to change the status of a community from a village to a town if it fulfilled all the requirements.

Mr. Kaeser asked if there were good reasons why communities such as Rae, Fort Norman and Fort Resolution should not be set up as Local Improvement Districts.

Mr. Robertson said he saw no reason why this could not be done.

Mr. Brown emphasized that there must be a reasonable tax base to justify the establishment of a Local Improvement District. He thought such a base probably existed in an increasing number of communities. In principle, he said, he agreed with Mr. Kaeser.

Mr. Kaeser thought it most important that small communities achieve L.I.D. status just as soon as possible, because the residents of these communities needed to become interested in local affairs.

The Chairman suggested that many residents of the Territories were not carrying their fair share of the tax burden. He cited as an example, Inuvik, where there was little assessable property but many residents. He thought that a poll tax would be the only means by which many residents could contribute.

Mr. Brown said that an assessment had been carried out recently at Inuvik. He agreed that a poll tax was probably the only way to ensure that each individual made a personal contribution to the tax burden.

Allotments 501 to 512 - Agreed to.

Item 7 - Administration Vote

Allotments 701 and 702 - Agreed to.

Allotment 703 - Fire Protection Administration

Mr. Jones said that his Branch was gravely concerned about fire hazards in the North. He asked whether the Territorial Fire Marshal inspected every building as part of the inspection program.

Mr. Brown said that the Fire Marshal inspected only public buildings, such as hospitals, restaurants and the like, as well as federal buildings. The Fire Marshal did not inspect private residences unless specifically asked to do so, he said. The inspection of private homes, he said, was the responsibility of the local fire chief.

Mr. Jones said the Indian Affairs Branch would appreciate any assistance at any level to inspect private dwellings.

It was pointed out to the Committee by the elected members that local fire chiefs in Aklavik, Fort Simpson and Fort Smith inspected every house in the Fall.

Allotment 703 - Agreed to.

Allotments 704 to 710 - Agreed to.

Allotment 711 - Archives

Mr. John Bovey, the Northwest Territories Archivist, was in attendance.

Mr. Robertson asked what progress had been made on the proposal that duplicate files should be made and sent to Fort Smith so that the new Commissioner might have adequate background material.

Mr. Brown said the problem had not been completely resolved.

Mr. Bovey commented that filing facilities in Fort Smith did not lend themselves at the present time to accepting anything but current material.

Mr. Coolican asked if an approach had been made to other federal departments for background material.

Mr. Bovey replied that to date he had not approached other departments, but would be doing so shortly.

The Chairman asked what non-government records would be available.

Mr. Bovey said that the best non-government records on the North were those of the Hudson's Bay Company, and that the general public had access to these records up to 1870. Mr. Bovey said the Company would answer specific enquiries relating to its records subsequent to that date, but would not make the records available for scrutiny.

Asked what the attitude of other businesses in the North would be, Mr. Bovey said it would probably take some time for many businesses to come around to the point where they would be willing to make material available to the Territorial Archives. He thought that after the program became better known and after a repository in the North for archival material had been constructed, donations of useful material would increase. He said that private individuals had been most co-operative and that some had been very generous, especially in donating photograph collections.

Mr. Robertson said he thought the archives program was a most desirable one, and he urged that every effort be made to have background material sent to Fort Smith.

Allotment 711 - Agreed to.

Allotment 712 - Agreed to.

#### Allotment 713 - Development of Tourism

The Chairman asked whether Mr. M.P. McConnell, who was in attendance, wished to introduce this subject.

Mr. McConnell said that tourism in the Territories was no longer a bush-league operation. He said one of the important conclusions which could be drawn from the past year's operations was that tourism had now reached the point where residents of the Territories could begin to benefit. Up to the present, he said, fishing lodges and other camps had been owned mainly by non-residents, but a few small camps had been established recently by residents. He said that an outfitters' training program was being considered as one way to prepare territorial residents for participation in the tourist industry.

Mr. Gall asked how far the department was prepared to go to assist in an outfitters' training program.

Mr. McConnell replied that the basic idea was to provide assistance as part of the vocational training program. The program would assist in finding on-the-job training work with good outfitters in non-competitive areas, he said, and would assist the outfitters to train the students by subsidizing them. He thought that no more than one or two persons would be considered for this type of training in any one year.

Mr. Coolican asked Mr. McConnell how he would spend an additional \$3,000 or \$4,000 if it were granted to him.

Mr. McConnell replied that he would spend this extra amount on the production of new films, since films had proven to be the most effective means of encouraging tourist interest in the North.

In reply to a question by the Chairman, Mr. McConnell said that he had not yet received a written complaint from a dissatisfied tourist, although accommodation and dining facilities were by no means perfect, particularly along the Mackenzie Highway. A note of warning was included in tourist pamphlets, he said, recommending to tourists that they should not undertake the long drive to reach the Northwest Territories without having accommodations reserved for them.

Mr. Gall said that accommodation at Yellowknife had been sufficient to provide for the needs of all tourists last year, but he deplored the absence of sufficient activities in the town which might interest tourists.

In reply to a question by Mr. Gall, Mr. McConnell said that matching grants could be made to community organizations and to the Northwest Territories Tourist Association, up to a maximum of \$500.00 per year to any one organization, to encourage local tourist development programs. These local programs, he said, showed encouraging initiative, but he warned that local organizations should be careful not to embark on programs which were too ambitious.

Allotment 713 - Agreed to.

Allotment 714 - Operating Grants to Museums

Mr. Robertson advised the Committee that a life-size picture of the Mace had been sent to the West Baffin Eskimo Co-operative at Cape Dorset and would be hung in the Cape Dorset Museum. He said this gift had been sent to the Co-operative because the Mace had been made at Cape Dorset and to commemorate the first Council meeting held in that community.

Allotment 714 - Agreed to.

Allotment 715 - Agreed to.

Allotment 716 - Fitness and Amateur Sport

The Committee agreed to pass this item subject to the rider previously agreed upon that no program would be undertaken without the approval of Council, except for the hiring of a co-ordinator.

Allotment 716 - Agreed to.

Allotment 717 - Agreed to.

Item 8 - Liquor System

The Committee agreed to resume its discussion of the petition from residents of Inuvik respecting hours of sale for licensed premises and the territorial liquor store, and the sale of beer by licensed premises for off-premises consumption.

Mr. Brown said that he had contacted the Superintendent of Liquor in Yellowknife to obtain his views about the changes recommended in the petition from Inuvik. The Superintendent advised Mr. Brown that he saw no reason why off-premises sale of beer should not be prohibited, but he recommended that such a prohibition should apply to all licensees in the Territories, rather than specifically to licensees in Inuvik. The Superintendent advised, further, that he agreed with the recommendations in the petition respecting the hours of sale in the territorial liquor store. He asked, however, that these hours not be made effective until the vendor was able to move into the new store, as the vendor found it difficult to maintain stock in the small, temporary store at an adequate level.

The Committee rose at 6:00 o'clock and the Chairman, Mr. Desrochers, reported progress to the Council.

The Council adjourned at 6:00 o'clock P.M.

WEDNESDAY, JANUARY 23, 1963.

10 o'clock A.M.

PRAYERS.

The Council resolved itself into Committee of the Whole to continue consideration of Bills 7 and 8, Mr. Desrochers in the chair.

Item 8 - Liquor System (continued)

Mr. Brown said he agreed with Mr. Lang that licensed premises at Inuvik should close from 6:00 to 7:00 P.M., and at 11:30 P.M. daily. This change, he said, could be implemented by amending the Regulations, while the Liquor Ordinance could be amended to prohibit the sale of beer by licensees for off-premises consumption throughout the Territories, except in areas where there was no territorial liquor store. He would prefer, he said, to study the probable effects of this proposed amendment at greater length, and he suggested, therefore, that amending legislation not be introduced until the next session.

Mr. Lang said the people at Inuvik preferred to see sales for off-premises consumption discontinued now rather than next summer, and he recommended that an appropriate amendment be introduced immediately.

Mr. Brown reiterated that he thought a delay of six months would be beneficial. The licensee should be given some notification of the proposed change, he said.

Mr. Lang agreed with Mr. Brown's reasoning.

Allotment 801 - Operation and Maintenance

Mr. Brown said that consideration had been given to the need to increase the salaries of the staff of the liquor system. It was the established policy, he said, to keep the salaries of territorial employees in line with those of the federal government. Since there had been a recent increase in salaries paid to federal civil servants, the Superintendent of Liquor had recommended that a comparable increase be granted to liquor store employees. The increase, he said, amounting to approximately \$3,000, was included in the allotment.

Allotment 801 - Agreed to.

Allotment 8001 - Agreed to.

Item 6 - Game Management

Mr. A.G. Loughrey of the Canadian Wildlife Service was in attendance.

Mr. Kaeser read to the Committee a letter from one of the two buffalo outfitters requesting that big game hunting be permitted in the Mackenzie Mountain area, on a temporary basis, pending the resumption of the sport hunting of buffalo which had been prohibited last autumn due to the anthrax outbreak.

Mr. Robertson doubted that it would be wise to open any area to non-resident hunters on a temporary basis.

Mr. Loughrey recalled that the hunting of big game except by holders of general hunting licences had been prohibited in the Territories for many years. Big game licences had been restored in 1960, he said, but they were made available only to residents, at the request of the Council. Mr. Loughrey said he saw no reason why consideration could not be given to granting big game licences to non-residents provided surveys showed that there was more game than was required for the residents. He reminded the Council that the policy had always been to ensure that the requirements of the Indians, Eskimos and others who held general hunting licences were given first consideration.

Mr. Loughrey said he understood game to be fairly abundant in the Mackenzie Mountains, but he thought access to the area would be difficult. He said hunters would certainly have to be accompanied by guides, and he doubted that there were many men who knew the area thoroughly. The Committee would be wise, he suggested, to tread carefully on this question, because there were many factors to be considered.

In reply to a question by Mr. Coolican, Mr. Loughrey replied that 79 big game licences had been issued to residents in 1961.

Mr. Robertson said the Administration had not seen the letter referred to by Mr. Kaeser. He said he sympathized with the problem faced by the outfitters. They had to proceed on the assumption that the anthrax outbreak would not recur, he said, but they would lose heavily if the area were again closed to hunters in early autumn. If they were able to offer interested sportsmen alternative game, their task would be much easier, he said.

Mr. Robertson recommended that the Committee should not contemplate any definite action until all facets of the problem were known. He suggested that the Committee give the Administration a good deal of leeway so that the situation might be investigated thoroughly.

Mr. Lang said he would recommend opening the whole range of mountains to big game hunters. He said he had had enquiries from hunters who wished to take mountain sheep and grizzly bears. There was plenty of game in the area, he said, and hunting would not affect the requirements of those who lived off the land. He said that access was relatively simple by chartered plane, and that opening the area would do a great deal of good by providing income for residents.

Mr. Goodall agreed with Mr. Lang that there were plenty of mountain sheep in the region.

Mr. Brown suggested that the outfitters, in conjunction with the Administration, make a survey so that all concerned would know exactly what would be involved. He cautioned strongly against making a hasty decision to open the entire mountain area to hunting.

Mr. Lang said that if a decision were delayed until the next session it would be too late for the outfitters to get their literature out and to get organized for the fall hunting season.

Mr. Brown agreed that his suggestion contemplated no change this year.

Mr. Robertson agreed with Mr. Brown. He said it would be an irresponsible action on the part of the Council to give authority to people to hunt when the Council itself did not know the conditions that existed.

Mr. Lang suggested that even if the area were not opened for hunting, it could be opened for tourists.

Mr. Loughrey said that although he agreed with Mr. Lang's views on tourism there were important considerations which must be taken into account. He said that any non-resident must be accompanied by a guide. This raised the question whether or not there were enough guides. He also referred to the present four-year residence qualification for holders of big game licences. He suggested that if the area were opened to non-residents, this would discriminate against residents who had, perhaps, three and a half years' residence in the Territories.

Mr. Brown said that the basic principle by which the Council had always been guided in these matters was that the conservation of game for the local population was a matter of prime concern. In his opinion, the opening up of this area would be contrary to this principle.

Mr. Kaeser said the outfitters knew how much it cost to hunt buffalo, and that they would have to find out how much it cost to hunt sheep. However, he said, they could not do this unless they were permitted to go into the area.

Mr. Robertson referred to a sessional paper discussed at the Second Session, 1961, pointing out that the normal procedure in opening areas to hunting was that they were opened first to those who lived off the land, then to other residents of the Territories and finally to non-residents.

Mr. Gall thought that the Committee should be sympathetic towards the businessmen who had gone into the Territories to help develop the area. He said that the outfitters had been caught in unfair, unfortunate circumstances. Access to the area in question was not as impossible as it was made out to be, he said. The outfitters did not think necessarily in terms of airplanes, he maintained, but were pack-train experts. He said it was a question of whether the Territories were going to keep the outfitters or lose them.

Mr. Coolican said that he and other members on the Council had the greatest sympathy for the situation in which the outfitters found themselves. However, he said, he agreed with the Commissioner's proposal that the situation should be carefully considered, and that the Administration should be given wide discretionary authority to implement whatever seemed feasible and proper. The Council, he said, could regularize the action taken by the Administration at the next session.

Mr. Robertson thought that the Council should authorize the Administration to contact the outfitters, advising them that the Council would permit big game hunting in the mountains if the arrangements made for the safety of and service to the hunters were satisfactory. This privilege should be conditional, he thought, on the recurrence of anthrax on the buffalo range, which would make the hunting of buffalo impossible.

#### Allotment 601 - Wolf Control and Caribou Conservation Program

Mr. Gall asked whether the Administration had given any thought to putting the problem of wolf control back on a bounty basis so that hunters could participate.

Mr. Robertson observed that this question had been discussed many times in Council before, and that the last time it had been considered it had been turned down on the advice of Wildlife officials. These officials had said that bounty hunting was not productive and that it could, and indeed had given rise to all kinds of undesirable features, such as the raising of wolf pups.

Mr. Loughrey observed that it was expensive from a biologist's viewpoint, to use the bounty system, as three out of five wolf pups would die before they reached the age of six months anyway.

Mr. Lang noted that all the wolf control money was being spent in the Eastern Arctic. He wondered whether there should not be wolf control programs in the Western Arctic.

Mr. Loughrey said that wolf control programs in the Western Arctic would be undertaken only if the caribou situation there became critical.

Allotment 601 - Agreed to.

Allotments 602 to 605 - Agreed to.

Mr. Robertson referred to a letter received recently from the Hudson's Bay Company giving a periodic report on the number of white fox pelts taken in the Arctic during the current season. The number up to January 1st was only 700 skins, he said, while the average for the same period over the past five years had been 8,000 skins. Mr. Robertson observed that this was very sobering information, and that the trappers who depended upon the fox for their livelihood were having a disastrous year.

Allotment 6001 - Agreed to.

The Committee adjourned at 1:00 o'clock P.M.

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3:00 o'clock P.M.

The Committee continued its consideration of Bills 7 and 8, Mr. Desrochers in the chair.

Capital Account - Municipal Affairs

Allotment 5001

Mr. Brown said the Hay River Council had requested sufficient funds to reconstruct all of the roads in the community during 1963-64. The Administration had considered it advisable, however, he said, to recommend that this program be spread over a two-year period.

Allotment 5001 - Agreed to.

Allotments 5002 to 5010 - Agreed to.

Item 9 - Justice

The Committee agreed to consider the Reference for Advice entitled, Territorial Jail and Correction Service.

In attendance were Mr. F.J. Neville, Acting Chief, Welfare Division, Mr. D.L. Clark, Head of the Correction Section of the Welfare Division and Superintendent J.T. Parsons, "G" Division, R.C.M. Police.

Mr. Brown observed that the approach to the problem of providing correction institutions taken in the paper differed substantially from the original proposals of the Department of Justice. The approach taken in the paper, he said, reflected the most modern thinking of penologists in southern Canada.

Mr. Clark explained that the proposals contained in the paper should not be thought of as being in opposition to the program advanced by the Department of Justice, but rather as an extension of the program.

Mr. Robertson said that the paper's recommendations had received the approval of the Minister of Justice and of the Commissioner of Penitentiaries.

Mr. Coolican observed that since the experts all appeared to agree on the principles stated in the paper, it remained for the Council to consider only the cost and timing of the program.

In reply to a question by the Chairman, Mr. Clark said that in his opinion, it would not be feasible to consider a minimum security institution for women because of the small number of female prisoners which would be involved. He thought that probationary sentences ought to be imposed on women, rather than jail sentences, for offences of the type for which a minimum security prison would be built.

In reply to a question by Superintendent Parsons, Mr. Clark explained that the medium security jail would be a permanent installation close to a community, but he thought the minimum security institution might well be mobile.

Mr. Jones observed that the new proposal would lower the capital cost of the program by \$175,000, but that operating costs would increase by approximately \$25,000 per year.

Mr. Coolican thought that probation costs, which were not included in the paper, would mean a still larger increase in operating costs.

Mr. Clark agreed that a probation program would require extra staff, but he thought that the anticipated decrease in the number of jail inmates would save more money than would be required to pay the additional staff.

Mr. Jones enquired whether probation would be carried out near an offender's home or near the penal institution.

Mr. Clark replied that he expected most probationers whose homes were in small communities would be sent to one of the larger communities, since it would be impractical to station probation officers in the small settlements. In some instances, however, he hoped it would be possible for the probation officer to find suitable volunteers in the smaller settlements who would act as "assistant" or "deputy" probation officers. This would be a desirable feature of a probation program, he thought, in that it would tend to involve the community in the problems of the probationer.

In reply to a question by Mr. Gall, Mr. Clark said that the purpose of a minimum security institution is to try to rehabilitate the inmates. The institution would employ some professional people, he said, but the majority of the staff could be residents of the Territories who possessed basic common sense and understanding.

In reply to a question by Mr. Coolican, Mr. Clark agreed that a problem would exist in attracting qualified probation officers to the Territories, but he thought the North offered certain advantages and he did not see the problem as an insuperable one.

The Committee agreed to the recommendations contained in the paper.

Mr. Brown referred to a petition from Fort Simpson requesting that the territorial jail be erected there.

Mr. Goodall thought that by erecting the jail at Fort Simpson, a saving in transportation costs could be effected. Fort Simpson had much to offer as a location for the minimum security institution as well, he said.

Mr. Brown explained that careful consideration had been given to the requirements of the institution. He said one of these requirements was that the institution be placed as close as possible to the centre of the area from which its inmates would be drawn. Other requirements, he said, were that the institution be readily accessible, and that it be placed close to a sizable population centre from which staff could be recruited.



Mr. Clark added that the Courts, the legal staff and the legal officers were all located in Yellowknife.

Mr. Brown suggested that the petition be filed with the Secretary. The Committee agreed.

#### Allotment 901

The Chairman asked Superintendent Parsons whether the R.C.M. Police had encountered any difficulty because of the decision of the Council to permit the home brewing of beer.

Superintendent Parsons replied that home brewing was on the increase, but that there had been no great increase in the number of offenders.

Allotment 901 - Agreed to.

Allotments 902 and 903 - Agreed to.

The Chairman thanked Superintendent Parsons, Mr. Clark and Mr. Neville for their contributions to the understanding of the Committee.

#### Amortization Account

Allotment 9001 - Agreed to.

#### Housing Account

Allotments 9501 to 9503 - Agreed to.

Having concluded its consideration of Bills 7 and 8, the Committee rose and the Chairman, Mr. Desrochers, presented the report of the Committee to the Council. The Committee's report was as follows:

Mr. Commissioner:

Your Committee has studied Bill 7 and recommends its adoption with the insertion of the amount of \$175,172 in Clause 2 thereof.

While considering Bill 7, your Committee reviewed Sessional Paper No. 5, entitled "Report on the Anthrax Outbreak Among Buffalo Herds". Your Committee noted that a very considerable part of the cost of controlling this outbreak was borne by the territorial government. It recommends that this assumption of the liability of costs to date not be deemed to be an acceptance of full and continued responsibility therefor, in the event that further outbreaks occur. Your Committee also recommends that this decision be conveyed by you to the proper federal authorities.

Your Committee also considered a request by the outfitters of the Territories for compensation as a result of the said outbreak and concluded that no direct financial contribution could be made.

Your Committee learned of the death of Dr. W.A. Truesdell and requests that you convey the condolences of the Council to Mrs. Truesdell.

Your Committee considered Bill 8 and recommends its adoption subject to the following changes:

(a) that item 408 be reduced to \$21,018 and item 4007 be reduced to \$57,629 so as to take into account your Committee's decision that the water and sewer program described in Sessional Paper No. 13 be changed as follows:

(1) that the proposal for Rae be accepted as presented;

- (2) that the proposal for Fort Providence be amended so that water facilities be limited to the capital and operating costs of installing and operating a pump, stand-pipe, filtering and purifying unit in the settlement;
- (3) that the proposal for sewage disposal for Fort Norman be reconsidered by the Administration and the officers of Northern Health Services and that further recommendations be submitted at the summer session;
- (4) that the Administration report as soon as possible on the results of the revised water and sewer experimental program described in subparagraphs 1, 2 and 3 hereof.

(b) that in Clause 2 the amount of \$7,389,972 be inserted.

Your Committee considered and accepted Sessional Paper No. 3, "Annual Report of the Territorial Hospital Insurance Services Board".

Your Committee considered Sessional Paper No. 8, "Social Benefit Programs for Residents of the Northwest Territories" and recommends that the Administration bend every effort towards the standardizing of social assistance and economic development programs in the Territories to the end that all ethnic groups be treated alike, and that it further undertake a study to institute a Territorial social assistance and economic development program.

Your Committee considered Sessional Paper No. 4, "Report on Dust Control" and agrees with its conclusions.

Your Committee also considered Sessional Paper No. 11, "Land Use - Hay River" and agrees with its conclusions with this amendment:

"that the Administration should study the findings of the Town Planners, consult with the Hay River Town Council and then submit a proposal to this Council at the earliest possible date on the water and sewer facilities which might be provided in this community."

Your Committee considered Sessional Paper No. 12, "Proposal to Create a New Level of Municipal Government" and agrees with the recommendations therein contained.

Your Committee then considered and accepted Sessional Paper No. 10, "Territorial Archives Program".

Your Committee again considered the difficulties which would be faced by the two outfitters as a result of a possible recurrence of the anthrax outbreak. Your Committee recommends that the Administration investigate the possibility of permitting these outfitters to advertize big game hunting in the Mackenzie Mountains as an alternative to the buffalo hunting in the event that the latter is prohibited by the Department of Agriculture. The investigation would be made from the standpoints of the safety of and service to the hunters and would be made in conjunction with the outfitters. If the project can at all be realized, taking into account the very emergent and extraordinary circumstances of the case, your Committee recommends that the outfitters be permitted to advertize the alternative and that amending legislation be introduced at the Twenty-fifth Session to cover this point.

Your Committee also recommends that the Administration undertake a study of the proposal to extend big game hunting privileges to tourists in the western section of the Mackenzie District.

Your Committee then considered the Inuvik liquor problem as presented by Mr. Lang and recommends that the closing hours for the beer parlour and cocktail lounges in this community be uniform and be fixed at 11:30 P.M. throughout the week. It further recommends that licensed premises in this community be closed from 6:00 P.M. to 7:00 P.M. daily. Your Committee further recommends that the Administration study the problem of off-premises sale of beer and that a report on its findings be brought to this Council at the next Session.

Your Committee then considered a Reference for Advice entitled, "Territorial Jail and Correction Service" and agrees with the recommendations therein contained.

Your Committee considered a request made by the Advisory Council of the Local Improvement District of Fort Simpson and it was agreed by all that it would be filed with the Secretary. The Committee then confirmed the previous decision of the Council that Yellowknife should be the site of the main Territorial correctional institution.

The Council accepted the report of the Committee.

The Council resolved itself into Committee of the Whole to consider several References for Advice, Mr. Coolican in the chair.

Reference for Advice, Higher Education  
in the Northwest Territories

Mr. B. Thorsteinsson, Chief, Education Division, and Mr. D. Simpson, head of the School Services Section of the Education Division, were in attendance.

At the request of the Chairman, Mr. Thorsteinsson introduced the subject. He spoke of the need, in the Territories, for university trained people, and of the difficulty experienced by many high school graduates in the North in planning to attend university. The cost of such training was increasing year by year, he said, and as time passed would be out of the reach of all but a handful of qualified students in the North. To the normal costs of a university education for students in the North had to be added, he said, the very considerable expense of transportation. He stressed the importance to a student in the lower years of the secondary school system of knowing what he might expect, upon graduation, in the way of financial assistance towards higher education. Without assurance that some assistance would be forthcoming from one source or another, he said, many good students would feel that education beyond the Grade XII level would be impossible for them, and therefore, would concentrate on vocational, rather than academic training. He suggested that it was quite proper to think of university training simply as an extension of secondary school education. All governments in Canada, he said, provided free education to a student to the Grade XII level. It was within the power of the Council, he said, to extend this principle to cover university education in whole, or in part. In conclusion, Mr. Thorsteinsson explained the four plans of assistance outlined in the paper.

Mr. Robertson thought that the Council should give serious thought to the provision of some kind of assistance for students who were reaching Grade 12, and who were qualified to go on to higher education. He said this was one means of ensuring that they could take an active part in the future of the Northwest Territories and of Canada generally. He suggested that the question was not whether assistance was needed, but only what kind of assistance was needed. Total assistance might be going too far, he thought, in the light of the traditions in most parts of the country where university students helped to some extent to finance their university costs. He suggested that Scheme D might not be fair because of the background and traditions of many of the potential students. He thought there was a good deal to be said for including a loan feature in the program because it would ensure an element of obligation on the part of the students. At the same time, he saw merit in a policy which would write off part or all of a loan to a student who went back to work in the Territories after graduation.

Mr. Desrochers asked what assistance was contemplated for students who planned to enter one of the professions, or who wished to take graduate training.

Mr. Thorsteinsson replied that this and many other fine points had been considered, but that no suggestions had been worked into the paper because he had thought it involved enough as it was. He suggested that public assistance for longer term training might well be provided, through loans.

Mr. Kaeser made five points relating to the paper:

- (1) He thought it likely that most of the students involved would be of white status.
- (2) He agreed with the idea that the student should put up some of the money for his education.
- (3) He agreed that loan money should be written off if a student returned to the North.
- (4) He wondered about the supervision of Indian and Eskimo students.
- (5) He said he thought it would be cheaper to send students out to university rather than attempt to establish a university in the North.

Commenting on Mr. Kaeser's remarks, Mr. Thorsteinsson said that the young student at the Grade 12 level was the most idealistic person in the world. He said this was particularly true of Eskimos and Indians. He said he was concerned about the question of supervision of students, and he knew many parents who were also concerned. He suggested, however, that any such program be supervisory not "snoopervisory".

Mr. Lang drew attention to the assistance offered by the Indian Affairs Branch to Indian students who wished to attend a university.

Mr. Thorsteinsson said he would be opposed to having any special attention paid to a student because of his ethnic origin.

Mr. Robertson asked what was the basis of the assistance offered by the Indian Affairs Branch.

Mr. Jones replied that it was a supplementary grant intended to make up the difference between what the student or his parents could contribute, and the cost of the course involved.

Mr. Gall expressed the hope that there would not be different schemes for students from different ethnic groups. He observed that uniformity was what the Council had been striving for in other programs.

The Chairman remarked that Scheme A, providing for universal assistance, was most commendable but difficult to accept because of the heavy financial implications.

Mr. Simpson suggested that the problem in the North was not a conventional one. It must be remembered, he said, that few of the children in the Northwest Territories would be able to expect much financial assistance from their families, nor would all be able to find remunerative employment during vacations. In addition, he said, many students should engage in summer work which would help their careers, and this was not always the most remunerative.

Mr. Gall asked what would be done with a student who had been granted assistance but who failed to pass his examinations.

Mr. Thorsteinsson replied that scholarship students were required to maintain at least passing averages. He felt that any assistance program should be offered on the same basis.

In reply to a question by Mr. Gall, Mr. Thorsteinsson stated that the quality or the value of university education would not be reduced because a person had been assisted to obtain this education. He added that there was a growing tendency for various governments to extend increased assistance.

Mr. Thorsteinsson said he had met outstanding encouragement from many institutions in his efforts to implement an assistance scheme for the Territories. The students would be accepted, he said, without any difficulty.

In reply to a question by Mr. Lang, Mr. Thorsteinsson said that, in his opinion, it was foolish to spend funds for education for the first 12 years, and fail to provide them for the last 4 years, which were the most important ones.

The Chairman asked how a loan system might be administered.

Mr. Robertson expressed the thought that a revolving fund might be established.

Mr. Desrochers wondered if the required loan money could not be borrowed from the federal government in the same way that other capital funds were borrowed. He thought that loans to students should be considered as a capital expenditure.

Mr. Jones noted that some borrowers might become delinquent.

Mr. Thorsteinsson said that the rate of loss in those provinces which loaned money to students was less than two per cent.

Mr. Simpson said experience had shown that young people were reluctant to take out large loans.

Mr. Brown thought it might be wise to relate the amount to be loaned to what a student could expect to earn in the summer. He suggested that this would be an incentive to thrift.

Mr. Robertson doubted that the plan should be based on the assumption that summer employment would be available for all.

Mr. Desrochers spoke in favour of Scheme C. He said he thought it was more suited to the needs of the Territories than any of the other schemes considered.

Mr. Thorsteinsson thought that a scholarship feature in any plan was a good thing. However, he said, scholarships should not be over-emphasized because they were able to take care of only the most brilliant students, - those capable of high academic performance. He said that, relatively speaking, such a plan would be unfair to Indian and Eskimo students.

Mr. Coolican suggested that there would be an advantage in applying academic qualifications to any of the schemes.

Mr. Thorsteinsson agreed that this was done in some provinces. However, he said, the difficulty in the Territories was that a program had to deal with Indian, Eskimo and white students with extremely varied backgrounds, so that such a system might not reveal the basic abilities of the persons concerned. Mr. Thorsteinsson said he did not wish to minimize scholastic achievement. He thought the time would come when Indians and Eskimos could qualify readily on a scholastic basis.

Mr. Gall and Mr. Lang said they were in favour of Scheme A.

Mr. Robertson observed that Scheme A envisaged a two-thirds grant and a one-third loan, while Scheme C, which Mr. Desrochers had favoured, assumed the reverse. He thought there was no reason why these particular

proportions should not be varied, and he suggested a compromise plan made up of an outright grant for transportation and incidental expenses plus one-half of the direct education costs, and a loan for the balance of the education costs and the cost of room and board.

Mr. Coolican asked how specific a direction the Administration wanted to have in this matter.

Mr. Sivertz, who was in attendance, said that the Administration needed to know now in what terms it should speak to the students. He pointed out that this year the first sizable Grade 12 class would be graduating from N.W T. schools, and that these students ought to have some definite direction on what assistance would be available to them.

Mr. Robertson said he did not see any need to defer a decision since the Council was not likely to have a better paper or more facts before it at a later session.

Mr. Brown said he favoured a formula which would not place an unbearable burden on the students. He thought it would be psychologically bad for a student to be faced, upon graduation, with the obligation to repay a sum which might loom large in relation to his actual earning power. Consequently, he said, he favoured Scheme A.

Mr. Desrochers suggested that in this matter the wishes of the elected members ought to be of major importance.

Mr. Goodall and Mr. Kaeser said they favoured Scheme A.

Mr. Robertson emphasized that a generous write-off provision in the scheme was important, especially for Indians, Eskimos and Metis. He thought this would mean that children of white middle-class residents, who would not be as likely to return to the Territories upon graduation, would bear a heavier financial burden.

The Chairman suggested that the matter be left overnight so that members would have an opportunity to ponder the various combinations of schemes which might be combined into one plan.

The Committee rose at 6:00 o'clock, and the Chairman, Mr. Coolican, reported progress to the Council.

The Council adjourned at 6:00 o'clock P.M.

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THURSDAY, JANUARY 24, 1963

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10:00 o'clock A.M.

PRAYERS.

The Committee continued its consideration of the Reference for Advice on Higher Education in the Northwest Territories, Mr. Brown in the chair, replacing Mr. Coolican who was absent. Messrs. Sivertz, Thorsteinsson and Simpson were in attendance.

Mr. Robertson expressed the opinion that the fear of incurring a substantial amount of debt might well deter Indian, Eskimo and Metis students from obtaining higher education. In order to counteract this fear, he thought the Council should provide for a substantial write-off of loans for students who returned to work in the Northwest Territories after graduation. He thought there might be real value, too, in providing for a partial write-off for students who obtained high academic standing.

Mr. Gall supported Scheme A, as outlined in the paper, but with the addition of a substantial write-off plan for graduates who returned to work in the Territories.

Mr. Lang agreed, but suggested that the loans be completely free of interest.

Mr. Kaeser and Mr. Goodall agreed with the provision for write-offs.

Mr. Desrochers stated he would prefer to see Scheme C implemented, but he bowed to the wishes of the elected members. He suggested that a residency requirement might well be included as a condition of assistance in order to prevent abuse.

The Chairman thought that any residence provision should be fairly flexible because of the mobility of a large segment of the population.

Mr. Sivertz commented that numerous valuable civil servants had been forced to leave the Territories because of the prohibitive cost of providing higher education for their children.

Mr. Gall thought that the present scholarship program should certainly be retained.

Mr. Desrochers agreed, and suggested that the value of the scholarships be reviewed because they did not appear to cover the full costs.

Mr. Thorsteinsson agreed that there was much merit in retaining the scholarship program, and he thought that the value of the scholarships should be sufficiently high to cover all costs. He did not think the assistance plan under discussion ought to apply to the winners of scholarships.

Mr. Robertson suggested that interest not be charged on loans until a student had graduated.

After discussion, the Committee agreed that 4% interest be charged on loans for the first three years after leaving university, and that 6% be charged in subsequent years.

Mr. Robertson stated that the Council had just reached a very important policy decision, and that the detailed announcement would be worked out advising students throughout the Northwest Territories exactly what the program provided for, and when it would come into effect. If necessary, he said, the Council could vote funds for the program in supplementary estimates at the next session.

The Committee rose, and the Chairman, Mr. Brown, presented the report of the Committee to the Council. This report was as follows:

The Committee recommended a program for financial assistance to higher education based on the outline proposed in Scheme A of the Reference for Advice. The Committee recommended that the Territorial Government make outright grants for all students attending university to cover the costs relating to university or college fees and the costs of transportation including incidental expenses related thereto. The Committee further recommended that the Territorial Government grant loans to students in amounts required for the costs of room and board while attending university. Such loans to be interest free until graduation or the date on which a student leaves college, whichever is the earlier, and that such loans carry interest at the rate of 4% from that date for the first three years thereafter, and at the rate of 6% for all subsequent years. The Committee further recommended that as an incentive to encourage students to return to the Territories for employment, such loans should be written off over a period of three years for such students returning to the Territories. Details of the

write-off are to be determined by the Administration. The Committee further recommended that this program of financial assistance be implemented as of the 1st of July, 1963, and that additional funds, if required, be presented to the Council at a later session for consideration by way of Supplementary Estimates. The Committee further recommended that immediate steps be taken to publicize this program of financial assistance in all schools in the Northwest Territories, so that particularly all high school students, and their parents, will become aware of this program and will thereby be enabled to plan to continue their education at the university level.

The Committee recommended that the scholarship program be continued with some upward adjustment in the amounts of money available for a scholarship to more accurately reflect current costs. Grants for scholarships are to continue as a separate program of assistance to education, and are to be considered as exclusive of, and not in addition to, any financial assistance granted under this program.

The Council accepted the report of the Committee.

The Council resolved itself into Committee of the Whole to consider a Reference for Advice on The Disposition of Territorial Symbols and Appurtenances, Mr. Smith in the chair.

#### The Mace

Mr. Lang agreed to the recommendation contained in the paper regarding the mace but suggested that the new mace to be presented to the Eastern Territory be made in the Mackenzie District.

Mr. Gall agreed with Mr. Lang's suggestion in principle, but said he doubted that the craftsmanship of the people in the Western Arctic had developed to the point where this could be properly done.

The Committee agreed that Mr. Lang's suggestion should be implemented if at all possible.

#### The Coat of Arms

Mr. Lang agreed with the proposal that the present Coat of Arms be divided between the two new territories, - the Mackenzie Territory retaining the shield, and the eastern territory retaining the crest. He suggested that the new crest of the Mackenzie Territory might well include either caribou or polar bears in place of the present narwhal.

Mr. Goodall and Mr. Kaeser agreed.

Mr. Gall said he would like to see the narwhals and the compass rose retained in the crest of the Mackenzie Territory. In fact, he said, he would prefer to retain the full Coat of Arms of the present Northwest Territories.

Mr. Robertson suggested that if the Committee agreed to the retention of the N.W.T. shield by the Mackenzie Territory, and of the crest by the eastern territory, an heraldic expert could be retained to prepare designs of new coats of arms for both territories. These designs, he said, could be ready in time to be considered at the initial sessions of the new Councils.

The Committee agreed to this proposal.

#### The Seal

The Committee agreed to the recommendation contained in the paper.



### The Floral Emblem

Mr. Goodall thought that the present Floral Emblem would not be appropriate for the Mackenzie Territory since the flower did not grow there.

Mr. Robertson disagreed. He said that although there was no one flower which grew throughout the Mackenzie Territory, the Mountain Avens did grow in the northern part of the Territory.

Mr. Desrochers suggested that the present Floral Emblem be kept because it was commissioned and painted in the Mackenzie.

The Committee agreed to the recommendation contained in the paper.

### The Soapstone Block and Print

Mr. Gall thought that the soapstone block and print should be retained by the Mackenzie Territory as a valued memento of the years of its association with the Eastern Arctic.

Mr. Goodall suggested that if the block and print were given back to the eastern Territory, the people of Cape Dorset might feel that the Council did not appreciate their gift.

The Committee agreed that the soapstone block and print should be retained by the Mackenzie Territory.

### The A.Y. Jackson Paintings

Mr. Robertson explained that all of the paintings were of the Great Slave Lake area.

The Committee agreed with the recommendation contained in the paper.

### Capital of the Mackenzie Territory

Mr. Robertson referred to a telegram from Mayor Horton of Yellowknife received by him and by all members of Council, requesting that the subject of the location of the capital of the Mackenzie Territory be re-examined, and putting forward urgent arguments in favour of the selection of Yellowknife for this signal honour.

Mr. Lang said that the problem of selecting a capital had been thoroughly discussed at previous sessions, that a decision had been reached, and that he did not wish to reconsider his decision.

Mr. Kaeser agreed with Mr. Lang that the decision should not be reconsidered.

Mr. Desrochers asked Mr. Gall for the views of the residents of Yellowknife on the plan to divide the Northwest Territories.

Mr. Gall replied that there had been some rumbling and some resentment expressed because no thorough study, similar to the one carried out at Fort Simpson, had been contemplated for any other community. He said the view of many people in Yellowknife was that the division had come too soon, - before they were ready for it. But, he added, a certain number of people in Yellowknife agreed with the division of the Territories.

Mr. Robertson suggested that opposition to the formation of a separate Mackenzie Territory was motivated more by a fear of increased financial burdens than by disagreement with the principle involved. In fact, he pointed out, there would be no appreciable change in the cost of operating a separate government of the Mackenzie Territory, or in the type of government which the Territory would have. The most important change,

he thought, would be the move of the Commissioner from Ottawa to Fort Smith, - an improvement which had been requested many times by many residents.

Mr. Gall agreed that the main fear of the residents was that the rate of taxation would increase. He added that residents of Yellowknife felt they were providing too large a share of the tax revenue raised in the Territories.

Mr. Lang agreed that apprehension about possible increased taxes was responsible for the only resistance in the North to the division of the Territories. He added that there was a fair amount of ignorance about the current form of government, and about what the creation of the new political entities would involve.

Mr. Kaeser stated that people in Fort Smith were generally interested in the division of the Northwest Territories but he agreed all residents did not understand the implications of the change.

The Chairman expressed the view that Mr. Coolican, if he were present, would say that the question of the choice of a capital had been fully considered and fully discussed. He thought the Council should go on record as saying that decisions on the division of the Territories and on the site of the capital had been rendered and had met with general approval. However, he said, it was most important that more information about these decisions be provided to the residents. He recommended that a communication be sent to the Mayor of Yellowknife conveying the opinion of Council.

The Committee agreed.

Having concluded its consideration of the Reference for Advice, the Committee rose and the Chairman, Mr. Smith, presented the report of the Committee to the Council as follows:

The Committee:

1. Accepted the recommendation of the Administration contained in the Reference for Advice that the present mace be retained in the Mackenzie Territory and that the Mackenzie Territory present to the eastern territory a new mace embracing, if possible, some material or handiwork symbolic of the Mackenzie Territory;
2. Recommended that the Coat of Arms of the Northwest Territories be retired, using the shield in the new Arms for the Mackenzie Territory and the crest in the new Arms for the eastern territory and that design work proceed at once for new Coats of Arms for consideration of the Council or Councils;
3. Recommended that the Seal of the Northwest Territories become the Seal of the Mackenzie Territory and that a new Seal be prepared for the eastern territory;
4. Recommended that the Floral Emblem of the Northwest Territories become the Floral Emblem of the Mackenzie Territory, and that a new Floral Emblem be selected for the eastern territory;
5. Was reluctant to yield possession of the soapstone block and print made therefrom, agreeing that they should be retained in the Mackenzie Territory;
6. Agreed that the A.Y. Jackson paintings should also be retained in the Mackenzie Territory as they were almost exclusively relative to the Mackenzie; and
7. Considered a telegram received from Mayor E.R. Horton of Yellowknife, seeking reconsideration of the Council's decision that Fort Smith should be the capital of the Mackenzie Territory and raising other

questions relative to the establishment of the Territory. The Committee reconfirmed the decision of the Council that Fort Smith should be the capital. The Committee felt that the decision to create two new territories from the present Northwest Territories had received general support from the residents, but agreed that every effort should be made to broaden the understanding of the residents of the implications of this decision.

The Council accepted the report of the Committee.

The Council resolved itself into Committee of the Whole to consider a Reference for Advice on the establishment of A Fifth Constituency for the New Mackenzie Territory, Mr. Jones in the chair.

Mr. Robertson explained that it was necessary to have the recommendations of the Council in order to enable the Department of Justice to include legal descriptions of the five constituencies in the Act which would create the Mackenzie Territory.

Mr. Lang said he had given this question very careful consideration and had concluded that it would be best if the constituency of Mackenzie Delta remained a cohesive area. Because of the large number of Indians in the Delta area, he said, he hoped that in the future there would be an Indian member on the Council. Mr. Lang said he was satisfied with the proposal outlined in Appendix "B" to the paper, except that he would like to see Wrigley included in Mackenzie Delta.

Mr. Goodall said he was very happy with the present boundaries of his own constituency. He suggested that the proposal contained in Appendix "C" was unwieldy, and he favoured the proposal outlined in Appendix "B". It was most important, he said, that a constituency have cohesiveness. This was more important, he said, than the fact that one constituency might have a larger population than another.

Mr. Robertson agreed with Mr. Goodall, although he thought that it was wise to maintain a comparative equality of population in constituencies if possible. He said he liked the proposal in Appendix "B", except for the fact that it would leave Mackenzie Delta with less than half the population of Mackenzie South.

Mr. Kaeser suggested that a sixth constituency would probably be required in a few years time, and that Mackenzie South might well be divided at that time.

Mr. Robertson suggested to the Committee that the names of the constituencies be changed. There was no need, he thought, to have the word "Mackenzie" included in each name.

Mr. Smith observed that this might be an appropriate way to commemorate those who had contributed, along with Sir Alexander Mackenzie, to the development of the North.

Mr. Robertson thought it would be less confusing if the constituencies were named for geographical features.

Mr. Smith agreed, noting that this appeared to be normal Canadian practice.

After some discussion the Committee agreed that the names of the five constituencies in the Mackenzie Territory should be as follows: Arctic, Mackenzie Delta, Yellowknife, Mackenzie River and Slave Lake.

Having concluded its consideration of the Reference for Advice, the Committee rose and the Chairman, Mr. Jones, presented the report of the Committee to the Council as follows:

There was unanimous agreement that the five constituencies to be created in the proposed Mackenzie Territory should be as outlined in Appendix "B" of the Reference Paper. The Committee agreed further that the names of the five constituencies in the Mackenzie Territory should be Arctic, Mackenzie Delta, Yellowknife, Mackenzie River and Slave Lake.

The Council accepted the report of the Committee.

The Council resolved itself into Committee of the Whole to consider the Reference for Advice, A Name for the New Eastern Territory, Mr. Gall in the chair.

The Committee agreed unanimously that the name, Nunassiaq, should be given to the new eastern territory, since it appeared to be the one most favoured by the residents of the area.

The Committee agreed to consider Sessional Paper No. 15, Territorial Electoral Districts in the New Eastern Territory.

Mr. Robertson said that the Resolution concerning the establishment of new territories in the North, passed by the Council in January, 1962, had recommended that all members of the Council of the Nunassiaq Territory be appointed, initially, because of the difficulties which could be foreseen in holding elections in that immense, sparsely populated area. However, he said, the Cabinet had thought that it would be preferable to provide for the election of two members to the Council, at the outset. The paper under discussion, he said, was simply a letter from the Minister of Northern Affairs and National Resources to the Commissioner of the Northwest Territories explaining this decision of the Cabinet and requesting the advice of the Council as to the size and location of the two constituencies.

The question before the Committee, Mr. Robertson said, was whether the entire Territory should be divided into two constituencies, or whether smaller and more manageable areas should be defined as constituencies. If the latter course were chosen, he said, the member to be appointed from the Territory might be assumed to represent those portions of the Territory not included within the two constituency boundaries. He pointed out the difficulty that would be experienced by any candidate in getting to know, - and in being known to, - the voters in a constituency if it were too large. There were many federal and provincial constituencies which presented similar problems, he said, but they were less serious in such constituencies because the voters knew the party represented by a candidate, even though they might not know the candidate. In the absence of political parties in Territorial elections, he suggested, it was most important that candidates be known to the electors.

Mr. Smith recalled that, at the January, 1962 Session, he had advocated the election of one or two members to the Council. He suggested that there should be one member of the Council from the west side of Hudson Bay where unemployment and low living standards were serious problems, and that the second elected member might represent the most advanced and articulate section of the Territory, - southern Baffin Island.

After discussion, the Committee agreed that one constituency, to be known as Keewatin South, should consist of the mainland of the District of Keewatin south of the 65th parallel, and including Southampton Island; the second constituency, to be known as Baffin Island South, should consist of Baffin Island south of the Arctic Circle, with the inclusion of Broughton Island and the islands in Hudson Strait.

Having concluded consideration of the Reference for Advice on a name for the new eastern territory, and of Sessional Paper No. 15, the Committee rose, and the Chairman, Mr. Gall, presented the report of the Committee to the Council.

The Council accepted the report of the Committee.

The Council adjourned at 1:00 o'clock P.M.

3:00 o'clock P.M.

The Council reconvened at 3:00 o'clock.

The Council resolved itself into Committee of the Whole to consider the Reference for Advice entitled, Public Utilities Board for the Northwest Territories, Mr. Kaeser in the chair.

The Chairman observed that, at the last session of Council, the Administration had been directed to consult with the Yukon Territory to see if a Joint Board might be established. He asked if this had been done.

Mr. Brown replied that the Yukon Council had been approached, but that no definite decision had yet been made. If an affirmative answer were received at a later date, he said, a Joint Board could be established.

Mr. Gall urged that a Board be set up as soon as possible in order to settle disputes such as the one at Yellowknife over power rates.

Mr. Robertson said it had been considered best to give the proposed Board jurisdiction over power franchises, initially. Its jurisdiction could be extended at a later date, he said, to cover transportation matters, and others, if this seemed required.

Mr. Gall said he would like to see two of the Board's members appointed from the North.

Mr. Robertson observed that if the Yukon decided to associate itself with the Board, one member would probably have to be a resident of the Yukon.

The Committee agreed with the composition of the board, the powers of the board, and the authority of the board as proposed in the paper.

Mr. Robertson pointed out that the Council would have an opportunity to review all of these questions when the Ordinance establishing the Board was presented to Council.

Mr. Robertson read a petition, signed by a number of residents of Yellowknife, protesting the present scale of power rates and requesting a full enquiry.

The Committee agreed that as a Public Utilities Board was planned for the Northwest Territories, it would be asked to look into the questions raised in the petition.

The Committee agreed to consider Sessional Paper No. 6, Possible Establishment of a Highway Traffic Board.

The Committee agreed with the recommendation contained in the paper.

The Committee agreed to consider Sessional Paper No. 7, Credit Unions - Northwest Territories.

The Committee noted that it would be some time before a significant number of credit unions would be established in the Northwest Territories.

The Committee agreed to consider Sessional Paper No. 9, The Canadian Fur Industry - 1961-62.

Mr. Gall noted that the European market appeared to be very interested in Canadian wild mink. He thought it surprising that no mention of this fact was to be found in advertisements proposed for the fur industry in Canada.

Mr. Robertson observed that the competition from Russian white fox which had almost ruined the market a few years ago, was no longer a serious problem.

The Committee noted the Sessional Paper as a factual report on the year in review.

#### Property Tax for School Purposes

Mr. Goodall raised the question of the ten mill tax on taxable property in Municipal Districts and Local Improvement Districts not already taxed for school purposes. He did not think an education tax should be borne solely by property owners, and wondered if some formula could be established whereby everyone sending a child to school would pay. He was particularly concerned that civil servants would not be paying anything towards these costs.

Mr. Robertson said that this point had also been raised by rate-payers at Hay River, where those not supporting the Separate School District would be required to pay this new ten mill tax. The pattern in all the provinces, he said, was that property was expected to pay part of the cost of education. The share raised by the new ten mill tax, he said, would not be high when compared to the amount provided by federal and territorial grants. He noted that, if a School District were formed, the mill rate would be much higher. He noted, also, that the federal government did make grants to local governments in lieu of taxes on Crown-owned land within the community. Whether the government itself or its employees made this contribution was, he suggested, a question which could only be arranged between them.

The Chairman suggested that the institution of a poll tax in Local Improvement Districts would go a long way to meet the complaint raised by Mr. Goodall.

The Committee agreed that the ten mill rate was reasonable and that the policy should be continued.

The Committee rose and the Chairman, Mr. Kaeser, presented the report of the Committee to the Council as follows:

1. The Committee recommended that a Public Utilities Board should be established for the Northwest Territories and agreed with the composition of the Board, the powers of the Board and the authority of the Board as set out in the Reference for Advice;
2. The Committee recommended that the petitioners from Yellowknife be advised that a Public Utilities Board will be established and that their petition will be considered by it;
3. The Committee did not think that a Highway Traffic Board was required at this time;
4. The Committee noted that it would be some time before a significant number of credit unions would be developed in the Northwest Territories;
5. The Committee noted the report on the Canadian fur industry for the year 1961-62; and
6. The Committee considered that the ten mill tax rate for education purposes was reasonable.

The Council resolved itself into Committee of the Whole to consider the Reference for Advice on The Time and Place of the Next Session, Mr. Smith in the chair.

The Chairman asked whether the Administration had any recommendation to make.

Mr. Brown replied that it had become traditional to consider pleas from the elected members of Council that the summer session be held in their constituencies. A formal request had been received from Mr. Lang, he said, that the next session be held at Inuvik. In addition, he said, informal invitations had been received from Hay River. He noted that Hay River was the only large community in the Territories at which the Council had not held a session.

Mr. Gall said he had received a message from Mayor Horton of Yellowknife, lamenting the decision of the Council on the subject of the new territorial capital, but extending to the Council an invitation to hold its next session at Yellowknife.

Mr. Kaeser said that no formal invitation had come from Fort Smith because as the future capital, it would have many opportunities to host future sessions. He said Hay River was most anxious that the next session be held there so that the Council might view the progress of the railway and the development at Pine Point. There was ample accommodation at Hay River, he said, and he was happy to convey the wishes of the local residents.

Mr. Lang said that Inuvik, too, was anxious to host the session, and he would be happy to have it held there. However, he said, he was willing to go to Hay River, since no session had previously been held at that community.

Mr. Goodall thought the appointed members should have an opportunity to see Inuvik.

Mr. Gall hoped the Council would decide to meet at Yellowknife. Failing this, he said, the Council would be invited to arrange its itinerary so as to be present at the opening of the Museum of the North. His second choice, he said, would be Inuvik, with a side trip to Aklavik, and over-night stops at Hay River and Yellowknife.

Mr. Jones agreed that the choice of Inuvik would make it possible to see much more of the North. If the Session were held at Inuvik, he said, he would like to see a side trip made to Old Crow.

The Chairman summed up the views of the Committee that the Council session should be held at Inuvik, that a one day visit be made to Hay River on the way to Inuvik and that the possibility of arranging side trips to Yellowknife, Aklavik, Old Crow and possibly Fort McPherson be examined. The Committee agreed unanimously to this proposal.

The Chairman asked for the views of the Committee on the date of the summer session.

Mr. Robertson said it was hoped that legislation creating the two new territories on April 1, 1964, would be passed by Parliament during its present session. This legislation, he explained, provided that the life of the present Council be extended so as to avoid the necessity of forming a new Council which might exist for only a few months. However, he said, if the legislation were not passed by the present Parliament, it would be necessary to hold elections in the four Territorial constituencies during the autumn of 1963. Since September was considered to be the best month in which to hold elections in the North and since 60 days had to elapse between the dissolution of a Council and the holding of new elections, he suggested that the summer session be held as early as possible.

Mr. Brown supported this view. He thought the Council should have completed the summer session by not later than the 20th of July, so that it might be dissolved, if necessary, and so that new elections might be held well before the end of September. He recommended, therefore, that the Council convene at Inuvik on Monday, the 8th of July.

The Committee agreed.

The Committee rose and the Chairman, Mr. Smith, presented the report of the Committee to the Council in terms substantially the same as those set out above.

The Council accepted the report of the Committee.

### Third Reading of Bills

On a motion by Mr. Gall, seconded by Mr. Goodall, Bill 1, An Ordinance to Amend the Co-operative Associations Ordinance, was read the third time and passed as amended.

On a motion by Mr. Jones, seconded by Mr. Lang, Bill 2, An Ordinance to Authorize the Commissioner to Enter Into and Execute an Agreement with the Government of Canada Respecting Programs to Promote Fitness and Amateur Sport in the Territories, was read the third time and passed.

On a motion by Mr. Smith, seconded by Mr. Gall, Bill 3, An Ordinance to Amend the Insurance Ordinance, was read the third time and passed.

On a motion by Mr. Gall, seconded by Mr. Jones, Bill 4, An Ordinance to Amend the Low Cost Housing Ordinance, was read the third time and passed.

On a motion by Mr. Jones, seconded by Mr. Goodall, Bill 5, An Ordinance to Amend the Motor Vehicles Ordinance, was read the third time and passed.

On a motion by Mr. Lang, seconded by Mr. Gall, Bill 6, An Ordinance to Authorize the Commissioner to Grant a Franchise to the Canadian National Railways Company for the Installation and Operation of a Telephone System in the Settlement of Aklavik, was read the third time and passed.

On a motion by Mr. Brown, seconded by Mr. Lang, Bill 7, An Ordinance Respecting Additional Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1963, was read the third time and passed as amended.

On a motion by Mr. Brown, seconded by Mr. Goodall, Bill 8, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st day of March, 1964, was read the third time and passed.

The Commissioner assented to Bills 1, 2, 3, 4, 5, 6, 7 and 8, as passed by the Council.

### Prorogation

The Commissioner declared the Twenty-Fourth Session of the Council of the Northwest Territories prorogued.