



NORTHWEST TERRITORIES

THE COUNCIL OF THE NORTHWEST TERRITORIES

T W E N T Y - S I X T H S E S S I O N

Ottawa, Ontario, November 18-20, 1963

VOTES AND PROCEEDINGS

Printed under the authority of
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Ottawa, 1963
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DEPARTMENT OF LOCAL GOVERNMENT



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TWENTY-SIXTH SESSION

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OTTAWA, NOVEMBER 18th, 1963

3:00 o'clock P.M.

The Council of the Northwest Territories was convened in Ottawa, Ontario, at 3:00 o'clock P.M., on Monday, November 18th, 1963, for the Twenty-Sixth Session, being the Third Session, 1963.

All members were present except Mr. L.A. Desrochers, and Mr. J.W. Goodall.

PRAYERS.

The Commissioner addressed the Council. He said:

Members of the Council of
the Northwest Territories:

Let me first say that I am indebted to you for acceding to my request for this Session of Council on such short notice. I know that for many of you attendance has required personal sacrifice and the setting aside of private affairs for public service. It is a matter of regret that our Colleague, Mr. Desrochers, is unable to be present because of a prior commitment that cannot be altered. Mr. Goodall is also unavoidably absent due to weather conditions.

I called this Session because the term of elected members expires on Thursday next, November 21st. In order to carry on the administration of territorial affairs, certain matters must be considered by this Council regarding finances, and other legislation. In addition, I desire to have the advice of Council on steps to be taken to call an election in the four electoral districts so as to ensure the essential participation of Council in territorial affairs.

At the Session of Council last July the question of an early fall election was a matter of concern to members of Council. At that time the Federal Government had introduced in the Parliament of Canada, and given first reading to, Bills C-83 and C-84, which were designed to create the territories of Mackenzie and Nunassiat as of the 1st of April, 1964. Bill C-83 included a provision to extend the life of this Council to the 31st of March, 1964. Copies of this Federal legislation were made available to members of Council at the summer Session and were reviewed by Council members. Members of Council expressed their complete satisfaction with the Bills. In view of the prospect of early enactment of the Bills into law, Council confidently expected to continue in office and be able to perform its function in territorial affairs until March 31. Consequently, no action was taken to call a territorial election.

It would appear that Parliament will not enact Bills C-83 and C-84 into law before midnight, November 21. This Council will cease to exist as of that time; its life is not extended by Parliament as contemplated in Bill C-83. Therefore, I feel justified in assuming that this Council must meet this week or not at all.

You will be asked to consider three Bills. The first is essential and normal to this Council, since it related to the business of the current fiscal year and in part to matters that this Council studied in an immediate and personal way. The second and third Bills are matters this Council directed be prepared for enactment at the normal January session, which will not now be held. The three Bills to which I refer are:

- (1) Supplementary Appropriation Ordinance to provide additional funds for the balance of the current fiscal year and to approve expenditures made by your Government in establishing the new townsite area at Hay River;
- (2) A Bill to amend the Game Ordinance which will establish a wood bison sanctuary and to authorize the shooting of grizzly bear;
- (3) A Bill to establish an apprentice training program.

You will be asked to consider a Reference for Advice respecting the calling of a territorial election.

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. I should add that this should not be assumed to be the last session of the historic Council of the Northwest Territories. When the legislation now before Parliament is in due course passed and the new territories of Mackenzie and Nunassiatq have been defined, it will be necessary to ask the Council of the Northwest Territories to meet and divide its assets between its two successor territories.

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

Mr. Commissioner: In rising to move that Council express its appreciation of your Address, I will try to follow the excellent example of brevity which you have set. This emergency session has certain specific things to do and we will do them better if we concentrate on them as you have done. I will not touch upon these matters now for they will come before us as bills or references for advice and, for my part anyway, I think it will be a waste of time to discuss their detail both now and later. However, Mr. Commissioner, I do want to say just a word or two on your decision to call this emergency session. If I may say so, I think you had no alternative, no acceptable alternative. The chances of Parliament passing Bills C-83 and C-84 by Thursday are about comparable now to Ottawa's chances of winning this year's Grey Cup. It is anyone's privilege to bet a dollar or so at appropriate odds that Ottawa would overcome a 45 point deficit suffered at Hamilton but it would certainly not be their privilege, nor I believe is it this Council's privilege, to gamble the continuation of the finances of the administration of the Northwest Territories on the chance that the Commons would in these three or four days put aside what we might term its absentmindedness and suddenly accomplish in three or four days what it has not accomplished in five or six months. You could not do other than call this Session, Mr. Commissioner, and I think that Council cannot do other than take every step necessary to assure the continuation of the good government of the North regardless of what the Commons may or may not do this week, this year, or next year. Mr. Commissioner, while we are in session we will, of course, want to hear at their leisure and at length, I hope, from the elected members of Council who have come this long way from the North to this Special Session. So as not to delay hearing from them or to take up any more time which they can put to better use than I can, I do now move that this Council express its appreciation to you not only for your Address but for your summoning this Session.

Mr. Lang seconded the Motion of Appreciation. He said:

Mr. Commissioner: I second the Motion of Appreciation which has just been moved by Mr. Smith and, speaking further to the Motion,

I may say it was with some concern that I received your wire a few days ago about attending a Council meeting at this early date. I find it very regrettable that, due to circumstances beyond our control, plans and preparations for a proposed January, 1964, meeting were upset and the division of the Northwest Territories into the Territories of Mackenzie in the west and Nunassiat in the east was postponed. To most people of the North, this delay is very disappointing. They have long been looking forward to this change which would mean the appointment of a resident Commissioner at Fort Smith and also the very important step of creating a fifth constituency in the North which would result in a new Mackenzie Territorial Council with five elected members and four appointed. In my constituency of Mackenzie Delta in the far North, I can truthfully state that not one single dissenting voice against this division has come to my notice. Apparently, it makes sense to those people in the Delta. It is my hope that this present delay will be only of short duration as it holds back the evolution towards a free responsible government and that is what we have been working toward for the last few years in this Council. It is my hope that at this short meeting we shall find time to consider and discuss some of the most important problems at hand. A very important thing is the Game Act and I shall have more to say when that comes up. We have also some other problems in the North and I shall make some brief remarks about them, not because I expect this Council to be able to do much about them, but rather because I hope they can be brought to the attention of the next Council for consideration. Things are not likely to change by that time. The biggest problem of all is the rate of increase of the population and the increasing difficulty of finding employment for the younger generation; the second is liquor - it is becoming a big problem in the far North and some system of interdiction seems to be worth considering; the third point is that relief payments are, as a consequence of the two first points, increasing; the fourth is, especially in the Delta where three races are intermingling and there is some dissatisfaction about the different standards used to deal with these groups, welfare and housing, and it is hoped a way can be found to treat all ethnic groups alike under one authority. These are the main grievances and I hope something can be done to draw them to the attention of the next Council. Of purely local interest is the proposed tannery for Aklavik in the Delta.

Mr. Gall spoke on the Motion. He said:

Mr. Commissioner: Speaking to the Motion on your Address and bearing in mind what you and Mr. Smith have said on brevity and the time limit of the life expectancy of our Council I will try and keep my remarks very brief. I would like you to reminisce with me and go back over the years to 1923 - forty years ago now. When I first arrived in the Northwest Territories the economy was a balanced economy. I won't say living was fine but people all worked - there was the trapping economy but it petered out. As we come down through the years with better medical facilities, better housing, as a matter of fact, better welfare, until today we have what my friend Mr. Lang pointed out, this increasing population. This stares us in the face at all times in the North. What are we going to do with these young men and women? The trapping economy can absorb part of it, other things can, I imagine, absorb some - an academic student no one worries about. He can go out in the world and make his living. From statistics the increase will amount to 5%. Therefore, we are left with a large balance of people - educated to a standard - seeking gainful employment. This is the dilemma that faces us today. I hope I am not repeating myself too many times, but since I have come to Council, this has been my public enemy No. 1 - or my main issue is how to get employment for these people. The doctors or medical

authorities tell us they are not satisfied with results - this huge explosion. They want to better it. Better housing, better welfare will increase this population. The figure 8 stands out in my mind and it does not require a mathematician or an Einstein to multiply that 8 in the next 50 years and the figure you will get will surprise you. These are the people that I believe will be in the Northwest Territories then. I agree with Mr. Lang there are other things beside mining but for the next twenty years I cannot foresee anything that can utilize this huge labour force - an educated labour force because our schools do educate - or absorb this huge number of young persons that is going into our Northwest Territories at present.

Now the new business I would like - I know I venture out of territorial things into federal things - but it is only through you, Sir, that I think I can get to federal ears. We have mines going into production now. These mines are calculated to operate at a small profit provided that this gold assistance be given to local mines. They were ready to assume this, they have carried on with the production - they are going into full production - but based on gold assistance. Now I understand on good authority, Sir, that there is doubt whether this is going to be available to new mines. We have other productions, other things, which I think will benefit this excess labour force we have. We have in the Gordon Lake area quite a number of what we call high grade small properties owned by local residents, local old-time prospectors. They cannot sell them. They have not sufficient money to operate them. No big company will be interested in building a mill and buying the appliances pertaining to a mine. It is not economically possible. Therefore, when I was informed the other day that a certain operator would, through mining an old mine there, put in a mill, use nature's highway - the ice in the winter - let these small operators - they can raise money to do this because they do not have the mill - they can employ labour - we have labour - we have a tremendous amount of young men, women can come later when these things go through - two or three hundred people can be employed quite easily. The rub comes here - in the mining industry the tax is when you produce. Naturally the government - I am not criticizing the government - but what I am criticizing is, if this assistance is taken away, if this government assistance is cut off on operation but applied on what they call development, I do not see that this is going to do any good to the mining industry especially the mining in the precambrian belt. Probably in other parts of Canada this is possible. We do not want to put anything in the way of capital or industry going in. I would again ask you, Sir, and again thank you on behalf of the mining people of Yellowknife for the excellent brief given to the tax commission. These are things we asked for in the brief. We are not asking for anything out of the way; if these things do not go through I can say that the unemployed population will grow and the Northwest Territories might become the first welfare state which, as you and I know, we do not wish to see.

Mr. Kaeser spoke on the Motion. He said:

Mr. Commissioner: In speaking on the Motion of Appreciation of the Council members for the Commissioner's Opening Address I would like to thank you for the speedy action you have taken to call this emergency session and I fully agree with Mr. Smith. The people of Hay River thank you and the Council for the action you have taken to relocate some people in the new territory. We all expected problems and we had problems. It was not the lack of co-operation of the government, or the lack of enthusiasm of the people of Hay River, it was the bad weather that was the obstacle and since we overcame that bad weather for the last six weeks I am happy to report that twenty-nine people have been moved to the new townsite and I am certain that all

the people who want to move will be moved before spring. Again they thank you, Sir, and I have one thing I want to say, that some consideration be given in selling commercial rights and I hope I will be able to take this matter up later on in committee.

Resolution is still a depressed area. However, as I pointed out at the last meeting they have a local improvement district. A report will be forwarded to you and I hope you give that report your utmost consideration. What we want to do is give you the framework in committee. About Fort Smith itself, I have nothing special to report. We got by. However, the future looks a lot better. As you know, the contract is out now for the new hydro. There will be about \$9 million spent and we expect about \$500 thousand of freight in the next three or four months.

I fully agree with Mr. Gall's remarks and I hope we can get the assistance for the mines. However, it always comes to my mind we are always talking about mines, about new resources, but we never give any thought to how to feed the people. Pretty soon we will be like the Russian government and have no grain. I think some consideration should be given to farming, cattle ranching. Some of these people could be given some help in the form of tax reduction, transportation help, bonuses on cattle. I would like to see something like that. Also, Mr. Commissioner, our report will be going forward to you and I hope you will give this matter your consideration. I still think tourism is a main factor and at Inuvik I know nothing was brought up. I think tourism could contribute very much to a stable economy in the Northwest Territories and I hope every effort is made to get tourism going in the Northwest Territories. Thank you.

Mr. Jones spoke on the Motion. He said:

Mr. Commissioner: At this time I just want to confine my remarks to going along with the mover and the seconder of the Motion of Appreciation for your excellent Address. There are other matters that I would like to talk about and deal with but there will be an appropriate time according to the bills and the references for advice so I will keep my remarks to the minimum at this time.

Mr. Brown spoke on the Motion. He said:

Mr. Commissioner: I do not intend to address my remarks to the subject matter of your Address but I think it would not be improper at this time to make one or two comments in regard to the calling of this session. You have mentioned that Mr. Desrochers is unable to attend because of other commitments. I had a communication from him this morning expressing his sincere regret at being unable to be here but this is due to previous professional and personal commitments and he extends his good wishes to the members of Council here. I have further received a communication from Mr. Goodall of Fort Simpson who has indicated that his efforts to be here for today's opening were frustrated by the first advent of winter in the Mackenzie area and that due to snow and sleet and ice and wind he failed to get his connection from Fort Simpson but that he will be here tomorrow morning. We, therefore, can expect him to join us at our opening session in the morning.

There is one other matter that I think it might be appropriate for me to say a word or two about at this time. You will recall, Mr. Commissioner, at the Summer Session that our esteemed member, Colonel Jones, was unable to attend due to rather heavy responsibilities of office. Since that Session, he has reached that august state of retirement, and comfort, and we are very glad that today the other duties of office have not kept him from this Session. I

think that members of Council will perhaps join me in saying how we must envy his present situation. I think one can see from the happy smile on his face that retirement in a state of affluence after lengthy and distinguished public service is a state to which we should all aspire at least some time, if not as soon as possible. I should like to extend my congratulations to him. We hope that he will continue to maintain and retain the vigour of mind and body that will permit him to continue in what you might call the public service in the broadest sense and that the opportunities for that will be available to him in the future. I would like to congratulate him and, on your behalf, wish him well in the years ahead.

There have been a number of matters mentioned by the members of Council, particularly from the Mackenzie area, which perhaps I should refer to but keeping in mind the admonitions of Mr. Smith, the mover of the Motion, that perhaps brevity is the essence of wisdom, this afternoon I will refrain from commenting on these matters and will perhaps make some contribution when we are in Committee. I thought, however, that there was one comment made by Mr. Gall when he was speaking about the circumstances in the Territories of the prospects for the next fifty years. I am not sure that I understood or fully comprehended the implications of his remarks but he said that he constantly had in his mind the figure 8 and I was wondering if he was attempting to imply that this Council and the succeeding Councils would be behind the 8-ball for the next fifty years. I hope that this was not intended or a proper interpretation of his remarks. However, I hope to pursue that in Committee.

Mr. Brown indicated that it would be normal for Council to resolve itself into Committee at this stage. With the concurrence of Council, he would like to interrupt the sequence of the Orders of the Day and move a motion to appoint a new Secretary. He reminded Council that Mr. Kennedy, the former Secretary of the Council, had left the Northern Administration Branch and that Mr. F.H. Murphy had acted as Secretary in his place. He moved that Mr. Murphy be appointed Secretary. He reviewed Mr. Murphy's experience in the Government Service and stated that he had played a role in the financial affairs of the territories, that he was fully qualified and he recommended that he be appointed Secretary.

Mr. Jones seconded the motion which was carried unanimously.

Mr. Brown requested permission to alter the Rules of Council which sets the order for the proceedings of Council so that he might table the Orders and Regulations and the Sessional Papers before going into Committee.

Council agreed.

Mr. Brown tabled Sessional Paper No. 2, Orders and Regulations, and Sessional Papers No. 3 to 6.

The Council resolved itself into Committee of the Whole to consider the Motion of Appreciation to the Commissioner for his Opening Address, Mr. Smith in the chair.

The Chairman asked the Commissioner whether priority should be given to specific matters.

Mr. Sivertz stated that this was entirely in the hands of the Committee but suggested that perhaps items that would come up at a later date not be discussed at this stage.

Mr. Lang referred to the problem of the exploding population. He suggested that the Committee go on record as recommending certain sug-

gestions or raising points for the benefit of the next Council. He added that the population in the Delta had increased three times the original size since he had arrived in the Delta. He added that the renewable resources had not increased proportionately. Many young people still had no jobs, he said, even though a number of projects had been started by the Administration. He added that the telephone line in the Delta area will require some logs and that the Company holding the contract had promised to use as much local help as possible. He said that he did not agree with all the points raised in the Sessional Paper tabled at the July Session on the use of cordwood. He thought more could be done. He reminded Council that woodcutting had stopped suddenly and he thought that woodcutting should again be given an impetus to move. He believed that the power plant at Inuvik could use more wood than could be provided in the Delta area. He said that the alternative was to issue relief. As a result, people would have more time on their hands and the Administration would have an increasingly more complex liquor problem. He added that a number of people were being convicted and that most of them were repeaters; all of this resulting from not enough work to do. He suggested that, considering the saving in relief payments and the greater savings in human values, the extra expenses involved in woodcutting and wood burning were highly justifiable. He added that he does not necessarily wish to go on record as pushing for cordwood, but that this is the only possible solution that he can think of. If another alternative project can be found, he said, he was willing to go ahead and support it.

Mr. Lang continued, saying that the population in the Northwest Territories was a very young population with a very high birth rate, and suggesting that a serious look be taken at this problem because the renewable resources in the Territories were not enough to provide for this population. He stated that the outlook for natural resources was very promising but that proving and developing takes time. He noted that people already have too much time on their hands, that they lack home training and that this gives rise to problems.

Mr. Lang added that relief payments were too high in the Delta area because there was no one to check the cases requiring help. He thought that the needy should be able to get help and guidance from the Administration. He stated that one family got relief which was quite in order but that another man sold his furs and purchased liquor with the money while his family was receiving relief. He questioned the status of the minimum security work camps in the Northwest Territories and asked whether the camps were being contemplated for the North or the South of the Territories.

Mr. Smith, in reply to a question by Mr. Brown, suggested the Administration field the numerous questions in the best possible way, to save as much time as possible. He thought that perhaps some of these questions could be privately answered.

Mr. Lang suggested that he wished to have these problems put on record for the next Council Session and that they were not questions which he particularly expected to have answered now.

Mr. Brown said that he could not comment on the present status of the work camps. He added that the situation was under review at the moment and that the Administration should be ready to supply a full report in the Spring. He said, however, that he thought the camps would be located in the south close to the jail.

Mr. Lang referred to the proposed tannery at Aklavik and stated that an expert was needed to train local labour. He thought that an amateur should not be expected to learn tanning in six to eight weeks. If the project was to be successful, he said, an expert should be on the job for at least a year in order to train others to take over. He thought that Aklavik would be an ideal situation for a tannery, suggested that only small skins be tanned there, and mentioned the benefits accruing to the Delta region from the tannery.

Mr. Brown replied that the prime purpose of the tanning operation in the Delta was to provide skins for the Fur Garment Shop and that the tannery would only employ one or two people on a part-time basis. He added that no consideration had been given to tanning furs for export, and that the tannery should not be put out of perspective even if it was a successful operation. Further investigation would be carried out and a report would be made to Council in due time.

Mr. Sivertz reported that the experiment was disappointing in that the skins were not good enough for use by the Fur Garment Shop. He said that it had yet to be shown that the quality can be improved and that this was the stopping point at this time. He added that you could not get first quality work with skins of inferior quality.

Mr. Lang replied that the alternative to a tannery in the Delta was to pay the royalty on furs, the transportation costs, the tanning costs, and that even at that there was no guarantee that people would be receiving their own skins back from the South.

Mr. Brown added that the Administration had hoped to get a further report on this subject for the January Session but that this report was not ready yet.

Mr. Sivertz stated that the Administration did not know exactly what to prepare for this emergency Session and that because of the very short notice, the Administration was not as fully prepared as usual. He suggested that perhaps experts from the Northern Administration Branch could be brought in to answer questions or that perhaps members of the Council could raise their questions with officers in the Branch.

The Chairman stated that he thought the Commissioner did not wish to limit the questions in this all important Session and at this proper time. He suggested that note be taken of the questions, and answers be brought back in due course, or perhaps members could get their answers from the experts in the Branch.

The Committee agreed that no experts be brought in now but that they only wished to get a number of points on record.

Mr. Lang stated that the three races in the Delta area were mingling together quite successfully at all locations except perhaps at Inuvik. He wished that housing, welfare, and all other projects of assistance to the local population might be handled by the same agency. He added that he would hope that with the establishment of a Mackenzie Council, a territorial Civil Service would become a fact and that every effort would then be made to employ youngsters from the North.

Mr. Lang raised the further matter that there was a big delay in issuing pay cheques for various jobs. He added that this was an old perpetual grievance and that this caused more problems because the majority of the local population had no knowledge of money value. He added that they would normally spend everything as soon as they got it, chartering a plane and buying liquor. He suggested that one way to overcome this problem might be to have more frequent pay days with smaller amounts each time. He added that because the majority of the population did not know how to use money, every help should be given to them. He believed that the same problem also applied to lumberjacks in the south.

Mr. Lang added that he would like to see Civil Servants in the various settlements entrusted with more authority to make emergency decisions locally. The usual practice was to write to Fort Smith, from there to Ottawa and return, and when the reply was received the emergency was normally over. He said many people in the settlements agreed that this should be done.

Mr. Brown affirmed that every Area Administrator has authority and emergency powers to spend money should the need arise. He added that no officer in the field lacked power to use money or to make decisions in an emergency. The problem normally centered on the definition of "emergency". A large, expensive program where a fair number of jobs were created was not an emergency, he said. He expressed the thought that he believed Mr. Lang wanted more authority delegated to the field staff.

Mr. Sivertz said that he personally would like to see more authority placed in the hands of the field staff, such as power to pay local labour locally. He pointed out that the problem arose from setting up an accounting office and that the Area Administrator could not perform this without suitable staff. He added that it was more efficient to perform this function at headquarters and that it was more costly to have this function done locally. Therefore, he said, the Administration could not move as fast as it would want to do.

The Chairman suggested that the delegation of more authority to the field staff would not necessarily result in more approved cases but that the local people would receive proportionately more negative answers. He suggested that as the field staff would be paid by, and under the direction of people in Ottawa, they would quite likely place the interest of their employers, as well as their careers, in the limelight in place of the needs of the local population.

Mr. Brown stated in reply to a question from Mr. Lang, that the Administration was most anxious to establish small debt courts in the larger centres in the Northwest Territories. He explained that the principal problem is the difficulty of finding people who are not only qualified, but also are willing to perform the required duties. He explained that the fees which are paid for these services are small and that it is therefore necessary to find people who are devoted to public service to do this type of work. He noted that the Administration has been trying unsuccessfully for some time to establish small debt courts at Fort Smith and Inuvik.

Mr. Kaeser referred to Mr. Lang's remarks regarding the utilization of natural resources. He said that his only complaint about the herring being handled by the Industrial Division was the type of labelling and packaging being used. He felt that this product had a good sales potential. He believed that this was the type of thing that was vitally needed in the Territories; some form of produce which could be used to provide a back haul and thereby cut freight costs both ways. He emphasized that we must support this industry. Changing to another subject, Mr. Kaeser said that he did not agree to the principle of paying a man every day. He said he felt this would mean certain types of people would be drunk every day. He added that if a man has established a good reputation, the fact that he does not get paid every day will not work any hardship on him. He explained that in his own store, he is quite prepared to give credit to a man who has a good record.

Mr. Lang disputed Mr. Kaeser's logic regarding pay cheques. He felt that if a man saves some of his money every day when he is paid every day, at the end of the week he will have some money left but if he gets paid for a week's work all at once, he will spend it all on liquor or something else until he is broke.

Mr. Gall stated that his frequent use of the figure 8 had no reference to an 8-ball but rather to the average size of indigenous N.W.T. families. He explained that in 1923 when he arrived in the Territories, the average family had 1 child only. He reviewed the changes which had taken place during the last 20 years and referred in particular to the introduction of family allowances. He recounted how an Eskimo hunter at

the time that these payments were introduced, had refused the assistance offered by the Government. This particular man had said "I am a hunter and do not need help this year, perhaps some other year I may".

Mr. Gall underlined the difference between this attitude and the attitude which the members of Council had seen while visiting Cambridge Bay during the summer. Mr. Gall continued that in most countries, the leading concern is the industry and productivity of the country and that education and social services depend upon this and are led by it. However, in the Northwest Territories the situation has become reversed and the principal concern appears to be with the establishment of education and social services. He felt that the Federal Government has not properly played its part in the development of the natural resources in the Territories. The Pine Point development will help but will not greatly affect the utilization of labour in the Territories. The very seasonal nature of most employment available in the Territories is one of the major problems which has to be overcome. Mr. Gall compared the natural advantages of a southern child whose parents are highly interested in his future with the situation in the North where a child's parents, although interested, do not have sufficient understanding of the future being faced by their child to provide the assistance to him that can be provided by southern parents. He stressed the vital need of providing greater employment and of pressing forward with the development of the resources of the Territories. He added that perhaps we have started the Eskimo people on a downward trend because we are trying to do too much for them too quickly.

Referring briefly to the herring products which had been mentioned by Mr. Kaeser and Mr. Lang, Mr. Gall pointed out that this is a gourmet food which will have to compete on an open market. He said that comparable products can be imported from Germany and marketed at a lower price in Yellowknife. He added that the northern market is a price conscious market and that this product can expect no success in the North at present prices.

Mr. Kaeser felt that some market did exist in the North but he emphasized the need for development of an outside market for this product. He agreed that there was a definite need for improvement of the packaging and labelling of the product.

Mr. Gall reminded the Committee that reindeer and char had priced themselves out of all but the highest priced gourmet markets. He said that he felt it was necessary to tighten up on the discipline of students of today. As an example, he mentioned a group of four or five vocational students who had been sent out on a survey party with an engineer. Apparently they did not want to make the survey trip, they did not like it and did not wish to continue it. He felt that this sort of situation should not be allowed to arise. He considered that, if necessary, a survey trip should be included as part of the program and students selected for it should understand quite clearly that this was part of the program and they would be expected to carry it out. Continuing on the subject of discipline, he related an incident involving an Eskimo miner recently arrived in Yellowknife from Rankin Inlet who had missed one shift because of drunkenness. It was explained in detail to him that this type of behaviour could not be tolerated and that if it continued, he would be discharged. Apparently since then there has been no recurrence of the problem.

On the subject of development and future employment, Mr. Gall thought that the answer is the establishment of more operating mines and the development of natural resources. We must, he said, provide more jobs for the young Eskimos coming through the schools today.

Mr. Lang agreed with Mr. Kaeser that the herring being produced in the Mackenzie Delta was definitely of first quality. He gave a

description of the size of the Peel River herring run and used this as an illustration of the type of resources that are available for development in the Territories.

Mr. Kaeser said that if necessary, he would much prefer to see a subsidy on the herring project rather than to see a similar amount of money paid out in welfare.

Mr. Gall reiterated that, in his opinion, the senior field officers at Fort Smith and Yellowknife do not have enough authority. He explained that he wished to come out strongly in support of his colleagues on this matter. To the question of daily pay days versus weekly or monthly paydays, Mr. Gall said that he felt there is a more practical approach to this problem. He stated that it would be much better to provide some form of instruction to young people receiving their first pay cheque, to give them some idea how to live with the dollar rather than allow them to learn by experience only. Mr. Gall replied, in response to a question from the Chairman, that he feels that long or short pay periods are equally difficult and that this is not the root of the problem.

Mr. Sivertz said, on the subject of employment, that nothing would please the Administration more than to have an increase in the number of jobs to provide for the increasing number of job applicants. He noted that we are now in a period which might well be described as the investigation and exploration stage. Gratifying results, he said, are being obtained in the North. For instance, this is the first time that employers are happily taking on people from the North in numbers. The Committee, he said, might be interested in some remarks contained in Professor Frank Vallee's report on Baker Lake. The report showed that the resource basis of that area is insufficient to provide a living for the present population. As a result, there are large numbers of employable unemployed. The report explains that the only relief from this situation is for the people to move, when educationally qualified to take their place in wage employment, to an area in which they may obtain employment. Professor Vallee expressed the belief, in his report, that it might be possible to begin such a move in a few years' time.

Mr. Sivertz referred to the development of oil and gas resources as a long-range program but outlined the present efforts to squeeze the utmost return from the renewable resources of the Territories, such as trapping, handicrafts, tanning, fisheries and other projects. He explained that the Administration is carrying on a concentrated effort on a united front toward all these objectives, to move forward together and to obtain the greatest possible return available. Mr. Sivertz replied, in answer to a question from Mr. Gall, that no steps had been taken to inform the Eskimo people the country just could not support families averaging eight children each.

Mr. Gall stated, in response to a question from Mr. Jones, that gold mining assistance from the Federal Government is no longer to be provided to new mines, but will be continued for operating mines. He added that a change in the tax rate structure is contemplated which, if implemented, would result in the end of mineral exploration in the North. He reiterated that this is a serious period in the North when jobs must be preserved and created for the growing number of job applicants.

Mr. Kaeser stated that the people of Hay River wished to have commercial lots sold for a set price rather than by bidding. He added that he had received a telegram from Mayor McBryan drawing this matter to his attention.

Mr. Brown pointed out that Council would be discussing, later on, a paper on Hay River and also some items in the Estimates, and suggested that matters dealing with the new subdivision in Hay River could be discussed at that time.

Mr. Sivertz wondered if the Council should consider the question of establishing set prices for lots at both Hay River and Pine Point and if they should so advise the Federal Government. He thought that this matter should be considered further when dealing with the Sessional Paper on Hay River and with the Appropriations.

Mr. Kaeser informed the Committee that 29 people had now moved to the new subdivision. He expected that all those who wish to move will have done so by next spring.

In reply to a question from Mr. Gall, he stated that there was no information available regarding the occupants of condemned housing on Vale Island.

Mr. Sivertz explained that the government housing is now ready to move, that the sites are prepared and that in all probability the move will be carried out before spring unless a change in plans is made locally.

In response to a query from Mr. Gall, Mr. Sivertz said he believed that all occupants of condemned housing are still living on Vale Island and that none of them have moved to the new subdivision. He explained that some houses have been renovated and reoccupied, some former occupants of condemned housing are being boarded with other people and some are being accommodated in tents. Others have bought trailers. He pointed out that the trailers have been made available at a cost of \$2,500 less 70% of the rent already paid and that the Superintendent of Welfare for the Mackenzie District has been authorized to purchase trailers to provide accommodation for those who have absolutely no other accommodation for the winter.

Mr. Gall advised the Committee that water conditions in Hay Lake and the Hay River are absolutely identical this year to those conditions that existed last year and if next spring is similar to last spring, history could repeat itself at Hay River.

Mr. Sivertz said that it was his understanding that the flood last year was the result of a combination of many unusual conditions.

Mr. Kaeser emphasized the almost total impossibility of making worthwhile predictions about the possibility of future floods.

Mr. Sivertz explained that the new highway bridge is now almost ready to open and indeed would open shortly. He explained that it would provide, in the event of another flood, an escape route for pedestrian traffic.

Mr. Brown felt that all that could be said at the present time is that there is some flood potential but agreed with Mr. Lang that to make predictions at this time would be totally impossible.

The Committee rose and the Chairman, Mr. Smith, reported progress.

The Council adjourned at 6:00 p.m.

TUESDAY, NOVEMBER 19, 1963

10:00 o'clock A.M.

PRAYERS.

All members present except Mr. Desrochers.

The Commissioner moved that notwithstanding Rule 2 of the Rules of Council, Council adjourn at 12:45 P.M. Council agreed and the motion carried unanimously.

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

Mr. Kaeser stated that Fort Resolution was a very depressed area. He referred to the survey carried out by the Co-operative Union of Canada in the Great Slave Lake area, and the report tabled at the July Session. He added that he understood that another survey was to be made.

Mr. Brown replied that the matter was under active consideration, that the matter was not forgotten, and that a meeting was to have been arranged in sufficient time to propose a program for the normal January Session.

Mr. Kaeser emphasized that the people of Resolution want work and not welfare. He said that a local committee had been formed at Resolution, that a brief was being prepared but that this brief was not quite ready yet. He recalled that in the earlier days, a hospital and a residential school were located at Resolution and that these had helped the local economy. He noted that 75 million board feet of spruce lumber was available in the area, that gravel and sand were available also and that this sand was suitable for cement blocks. He wondered whether a small plant could not be developed. He said that most of the population in the area was composed of Metis people and that approximately \$60,000 had been spent on welfare at that location alone last year. He added that \$10,000 was spent on labour under the Winter Works Program. He went on to say that unlimited fishing was available in the area and that gardening could also be developed. He suggested that a Community Development Officer be appointed for the area even if the Territorial Government had to pay the salary of this officer. He declared that it normally takes too long a time to get a federal Civil Servant appointed and urged that the officer should be paid from Territorial welfare funds. He thought that the prime function of this officer would be to find suitable markets for the projects developed by the co-operative. Potatoes, fish and lumber would be available for distribution. Even tourism would be of very great help if a road was put in to Fort Resolution. He said he hoped to have the brief finished in the very near future and that the Administration would give it its utmost consideration because of the very good potential available in the area.

Mr. Brown replied that he had a great deal of sympathy for the points raised by Mr. Kaeser and agreed with his suggestions. He recalled that at the July Session it was stated that only 50% of the welfare positions were filled. He said at that time he hoped that manpower would be available to fill these positions in the near future. He warned, however, that no position was available for Fort Resolution. He added that the Administration was very much concerned, was aware of the problems and that the Administration appreciated the remarks made by Mr. Kaeser and would no doubt try to place a man in Resolution.

Mr. Sivertz said that Mr. Kaeser should be congratulated on the role he played in this brief and that the population of Resolution should also be congratulated on the effort which they have made to help themselves. He added that Council should give its fullest consideration to the brief when it was submitted, even if it meant a departure from established practices.

Mr. Kaeser stated, in reply to a question by Mr. Gall, that some of the sawmills in the Resolution area were still on site but that they had not been in operation for a number of years.

Mr. Gall stated that he thought the reason why the sawmills went out of operation was because lumber could be purchased from Alberta at cheaper rates than from Fort Resolution. It seemed to him that in the North development of one area usually resulted in a depression in another area. He said that a fishing company operating in the Resolution area was based at Yellowknife because operations could be performed more cheaply from that location. Referring to potatoes raised locally, he submitted that potatoes grown in the North have no keeping value and that they deteriorate too rapidly.

Mr. Kaeser replied that he appreciated Mr. Gall's remarks. He added that a root cellar would be developed at Resolution and that with the new road, a shipment could reach Yellowknife within three days.

Mr. Lang agreed that the whole Northwest Territories is in bad need of employment. He suggested that every effort be made to support local effort even though it would not result in a truly economical operation. He added that he thought every good northerner should sacrifice a bit, if required, to help develop the North.

Mr. Kaeser, commenting on the quality of northern products, said that he had spoken to a Department of Agriculture expert who had assured him that northern potatoes were better than those grown in the south. Referring to the sport hunting survey approved by Council last July, Mr. Kaeser stated that he would like to know what possibilities had been suggested by the survey, adding that it was most essential that an immediate answer be given to the outfitters.

Mr. Brown replied that a report had not been received yet on sport hunting. As soon as the report was received, he said, it would get immediate attention and recommendations would be made to the Commissioner.

Mr. Kaeser said that tourism was of tremendous value in the Territories and that this item was not raised at the Session last July. He would like to hear a report on tourism and suggested that more detailed information should be given to chambers of commerce and other local organizations in the Mackenzie.

Mr. Brown admitted that he was caught short and did not know exactly what was being done. A program had been approved last January and he assumed that it would be fully carried out.

Mr. Gall stated that Yellowknife had similar views on tourism. He suggested that a tourist office should be established in the North separate from the tourist office in Ottawa. The prime function of this office, he thought, would be to co-ordinate local efforts and to provide advice, guidance and assistance. More cars and more people than ever before were seen in his area last summer.

He asked whether the road from Fort Nelson to Fort Simpson would be built, adding that a tourist package could be easily sold for a round trip.

Mr. Sivertz replied that he knew of no plans for a road from Fort Nelson to Fort Simpson at this time. He said that the need for a tourist officer in the Mackenzie had been recognized. So far, the Department had succeeded in obtaining only one position to develop tourism in the whole Northwest Territories. Because of the shortage of staff, the tourist promotion officer had been temporarily removed from his functions. The Branch must plead guilty to moving less rapidly than it would like.

Mr. Lang agreed that tourism was a tremendous help in the North. He suggested that a link be developed between Inuvik and Fairbanks. He added that the local population of both centres had already exchanged numerous visits. He asked whether a program had been planned to develop the Crest iron ore prospect at the head of the Peel River.

Mr. Gall asked whether the lack of a tourist officer for the Mackenzie resulted from the financial aspect or whether a position was not being filled for lack of qualified candidates.

Mr. Sivertz replied that no position was available because of financial limitations.

Mr. Sivertz, in reply to a question by Mr. Jones, replied that no priority had been given to the Nelson-Simpson road.

Mr. Gall expressed the opinion that he thought approximately two years ago some assurance had been given that the Federal Government would build the Nelson-Simpson road within the next five years. He added that he had been told that the road from Providence to Simpson was under way but that he had not yet seen whether this was so.

Mr. Kaeser reminded the Committee that many comments had been heard about mines and jobs but that nothing had been mentioned about food. He suggested that tax concessions or possibly a bonus should be given to people who wish to start a new project. In addition, he thought that advice should be given on possible locations and prospects for various undertakings. He thought that something should be done about this problem.

Mr. Brown replied that a tax subsidy was a federal matter. He thought, however, that information was available on various locations and prospects from the Department of Agriculture. He said that no question of Territorial financial assistance in this matter had ever been raised. He added that one request had been received to move beef animals into the Slave Meadows area but that he had not heard of any results.

Mr. Sivertz added that the Department does not keep agricultural records but that such information was available from the Northern Agricultural Division of the Federal Department of Agriculture. A soil survey of the Hay River Valley was also available from that Department and the information had been given to various applicants. He thought two people were moving into this area now and that he had every confidence that they would be successful. Specific proposals for grazing purposes and leases of land had not yet been received but he would expect something definite in the near future.

The Chairman raised the matter of the difficulties encountered in answering questions raised on housing and other matters. It seemed that not only financial assistance but also advice was required, he said. The Department should have sympathy for the man in the North. The individual in the North asked questions of Government as a whole, he said, and he would not normally know, and would not care, what Department was involved. He added that it seemed to him that if the first questions raised were turned aside or if the individual was advised to write to so and so, this would prove very discouraging. He added that he hoped the new Council would try to improve "communications" and that speedy answers should be given even if the answer was "no".

Mr. Gall stated that he was introduced to a cattleman last July who was interested in grazing land. He wondered whether cattle grazing could not be encouraged in the Providence to Rae area, if this land was not all reserved for a bison range.

Mr. Sivertz replied that this cattleman's interest was in the Slave River Meadows where he wished to establish cattle raising.

Mr. Jones wished to thank the Deputy Commissioner for his generous remarks on his retirement.

Mr. Gall asked whether the Administration was doing anything regarding mink ranching in the Resolution area; and if any research program was under way, whether a report would be made to Council.

Mr. Lang explained that successful mink farming had been carried out in the Delta for awhile but that there was not enough food available locally to maintain this operation and it had eventually sold out. Two other mink farmers ran into the same difficulty caused by the high cost of feed. He added that he thought the potential was there and suggested that the matter be investigated.

Mr. Gall wondered if coarse fish and possibly some of the other fish could not be used as feed for mink ranching.

Mr. Brown replied that the Canadian Wildlife Service had been carrying out a survey on the possibilities of mink ranching in the Delta for a year and that they were not in a position to complete their survey for another year. He added that this was a very difficult project and that he would not wish to report haphazardly. He added that nothing had been contemplated as yet for the Resolution area.

In reply to a question by Mr. Gall, Mr. Jones replied that no survey on mink ranching had been carried out by the Indian Affairs Branch.

Mr. Lang stated that a project to process dog food by machine was under way at Aklavik and that perhaps a similar process could be used to provide mink food. He added that the Aklavik project was not too successful as yet but that he did not give up hope.

Mr. Sivertz remembered that two young men had been sent to Alberta for training on a mink ranching farm. On completion of their training, he said, they both declined to go into the business because this type of business was too precarious. He added that a Mr. Semmler had a mink ranch in the west which had been highly successful for a number of years but that he now wished to go out of business because it was no longer profitable.

Mr. Coolican stated that all discussion so far had dealt with providing work projects in lieu of relief. He wondered whether there was not an economic possibility of providing financial assistance to various projects to replace the issue of relief.

In reply to a question from Mr. Lang, Mr. Brown replied that the Administration was reviewing every aspect of liquor interdiction, and that a number of viewpoints and suggestions had been received. He added that the Administration was not completely satisfied, that the matter was still under study, and that he thought the Administration would be in a position to make a firm recommendation in the Spring.

Mr. Gall said that he would like to stress to the Administration that the experts on the staff of the Department of Northern Affairs were very competent in their own fields but that they required a broader understanding of other subjects. He explained that they gave the impression to the people of the North of being completely involved in their own specialty to the exclusion of other aspects of northern administration. Mr. Gall emphasized the need for these experts to be able to explain to the people of the North how their specialty fitted into the whole broad picture.

The Chairman welcomed Mr. Goodall who had been unable, due to adverse weather conditions, to arrive in time for the opening of the Session. He suggested that Mr. Goodall might wish to defer his general comments until later in the Session. Mr. Smith reviewed the events of the last 18 hours. He pointed out to the Committee that because of the emergency nature of this Session, the Administration had understandably been unable to provide information requested by Council during the July Session. He also pointed out that the Council was reluctant to commit the new Councils to specific courses of action. These two factors, he said, might contribute to the creation of a vacuum. The Administration, he felt, because four or five months may elapse before the next Council Session, should give special attention to distributing to the people of the North the information that they would normally receive as a result of the January Session of Council. The Administration must ensure, he said, that the people of the North do not want for information which is normally conveyed to them. He said that the Administration must find a method of distributing public announcements to the people of the North such as the use of the C.B.C. Northern Service, public posters, newspaper advertising, etc. He emphasized that we must leave the impression of continuity with the people of the North and must not give the impression that all deliberate speed had been abandoned in the absence of a Council.

Mr. Sivertz agreed that there was every reason why this course of action should be followed and no reason why it should not be followed. If this is the opinion of the Committee, he said, it will be done.

Mr. Kaeser outlined the importance of roads to the development of the Territories. He said that the construction of roads is the key to lower costs and that for the Northwest Territories to compete with the rest of Canada costs must be lowered. He believed that the Council should request the Federal Government to assign a top priority to road construction in the Northwest Territories.

Mr. Brown agreed with the general tone of Mr. Kaeser's remarks. He pointed out, however, that this Council can only recommend to, and advise, the Federal Government. To do this, he said, Council could introduce a Resolution setting forth its views on the importance of road construction in the Northwest Territories.

Mr. Kaeser said that he would like to see a Resolution put before Council because roads are most essential, as he had previously stated, for the development of the Territories, and because there is likely to be no Territorial Government for the next four or five months.

Mr. Smith suggested that Committee discuss the desirability of such a Resolution now and concern themselves with the contents of the Resolution once it has been drafted.

Mr. Brown disagreed. The content of the Resolution, he said, should be discussed now. He explained that Mr. Kaeser's remarks were too general. To be effective, a Resolution would have to be more specific.

Mr. Gall referred to the discussion which took place at the July, 1961 Session of Council in Fort Simpson concerning the completion of roads from Fort Nelson, B.C., to Fort Simpson, to Hay River, to Pine Point, to Fort Smith and to the Province of Alberta. He agreed with Mr. Kaeser that adequate roads contribute to a lower cost of living and further agreed to the consideration of a Resolution.

Mr. Sivertz agreed that Mr. Brown's point, regarding the need for specific recommendations in a Resolution, was a good one. It seemed to him, he said, that two courses of action were open to the Committee. They could recommend priorities on road construction either by location

or by road type. He explained, for instance, that roads to give access to communities which were inaccessible during certain portions of the year, community access roads, resource development roads and tourist development roads could be recommended as type priorities.

The Chairman reminded the Committee that it was a general committee discussing general conditions and suggested that perhaps individual members might wish to discuss the best approach in this matter with the Commissioner or the Deputy Commissioner rather than giving any further consideration to this question now, and again after the Resolution had been drafted.

Mr. Sivertz stated, in reply to a question from Mr. Gall, that no further consideration had been given to variation of the route chosen for the C.N.T. landline from Hay River to Inuvik for the purpose of accommodating a winter road where a permanent road could be built later. He explained to the Committee that the experience of the Department in operating tote roads was that very little of the original investment could be saved in the upgrading process. He pointed out that this is primarily a question of foundation. In many cases winter roads are constructed over muskeg which forms an excellent basis for a road for winter use only. The Engineers, he said, advise that little saving can be expected by the upgrading of tote roads, because of foundation problems.

Mr. Brown confirmed for Mr. Gall that C.N.T. intends to service the Inuvik telephone line partly by helicopter.

Mr. Gall reiterated the hope that some form of winter road could be developed along the C.N.T. line to Inuvik.

Mr. Sivertz outlined C.N.T.'s intention to establish a winter tote road along the line, to be used during the construction phase of the operation for bringing in heavy construction equipment during the winter months and, after completion of the line, as a winter service road. The major portion of maintenance will be done during the winter months. He said that during the Summer, it is the intention of C.N.T. to service the line by boat.

Mr. Brown announced to the members that the Mackenzie River ferry service had been closed today.

Mr. Gall stated that he was very pleased to hear this and commented that the ferry service was now operating very satisfactorily. He added that he would like to see an ice bridge built as soon as possible.

The Chairman suggested, subject to the concurrence of members, that Mr. Goodall address his general comments to the Committee during the consideration of supplementary appropriations and in this way, it would be possible for this Committee to conclude their discussions and report to Council.

Members agreed.

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

Report of Committee

"Mr. Commissioner: Consequent upon a motion expressing appreciation of your Address and the calling of this special session, a Committee of Council has been discussing a wide variety of matters of interest and concern in the Territories.

"The specific matters on Council's agenda were touched upon only briefly by the Committee so as to avoid a repetition of discussion, that is the three bills, six Sessional Papers and one Reference for Advice.

"Members are also aware of two factors that make difficult the usual conduct of this Committee of Council:

- (a) Members are reluctant to press new schemes or policies upon the eve of the dissolution of this Council as it would seem preferable not to bind the in-coming Councils;
- (b) Members are aware that the Administration has not had time to prepare the papers and information which normally it is ready to give Council in so comprehensive a manner.

"Much of the discussion, therefore, took the form of comments by the elected members on matters which they commended to the continuing attention of the Administration and the in-coming Councils.

"I think it is perhaps sufficient to say that the scope of the discussion covered the following wide range of subjects:

1. Exploding population and reduced labour opportunities;
2. Lawlessness arising from unemployment;
3. The placement of young people in jobs;
4. The consideration of burning cordwood rather than oil in the Mackenzie Delta to provide additional employment;
5. Assistance in the establishment of a tannery at Aklavik;
6. Concern that vigilance be exercised to reduce possibilities of racial discrimination;
7. Delays in making payment for services and goods;
8. The desirability of giving Northern Affairs officers in the field more authority;
9. The keenly-felt opinion that while Government has done well in education and welfare, it has not been sufficiently imaginative in helping business and private enterprise to do its part in the development of the Territories;
10. Encouragement of a greater marketing of northern products in the North;
11. The commendable effort of the people at Fort Resolution to work out a many-sided approach to put their community on a sound base;
12. The development of tourism;
13. Sports fishing and hunting;
14. Advice and perhaps aid to prospective farmers and settlers if they wish to establish in the N.W.T.;
15. The desirability of making full information of all government activities in the N.W.T., and regulations related thereto, more understandable and more easily available to the people;

16. Mink ranching in the Territories;
17. Consideration by the Administration to providing the people of the Territories with up-to-date information on all matters as it comes forward. This measure is intended to reduce to a minimum the sense of pause or inaction arising from the absence of a Council for a period of some months;
18. The appointment of a Development Officer for employment, a point which was high on the priority list of goals presented to the Commissioner;
19. The interdiction process in regard to the handling of liquor problems;
20. Greater vigour in road construction in the N.W.T.

"Clearly, the most pressing concern of all members, especially the elected members, was the need for employment, not alone for its own results, but to reduce the dependence on relief and welfare at a time when the Territories are developing in all things and not least in the habits of life."

First Reading of Bills

On a motion by Mr. Brown, seconded by Mr. Gall, Bill 1 - An Ordinance Respecting the Training of Apprentices, was read the first time.

On a motion by Mr. Brown, seconded by Mr. Goodall, Bill 2 - An Ordinance to Amend the Game Ordinance, was read the first time.

On a motion by Mr. Brown, seconded by Mr. Kaeser, Bill 3 - An Ordinance Respecting Additional 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. Brown, seconded by Mr. Gall, Bill 1 - An Ordinance Respecting the Training of Apprentices, was read the second time.

Council resolved itself into Committee of the Whole to discuss Bill 1, Mr. Gall in the chair.

Bill 1 - An Ordinance Respecting the Training of Apprentices

Mr. B. Thorsteinsson, Chief of the Education Division and Mr. K. Bowles, Vocational Education Section, were present.

Mr. Thorsteinsson explained to the Committee that this Bill would, if passed, provide for greater organization and more specificity in training. Admittedly, he said, a program of on-the-job training is being carried out at the present time but it is subject to certain inadequacies. The program proposed under this Bill would include some academic training as well as vocational training. He noted that a scheme of apprenticeship is well suited to established societies following well-established habits and practices. The program provided for under this Ordinance was not a panacea for all problems and difficulties but was definitely a good start on the specific organization of vocational education and an apprentice program.

Mr. Brown suggested to the Committee that general questions might be entertained before clause by clause consideration of the Bill. Council agreed to review Sessional Paper No. 3, Apprentice Training, at this time.

Mr. Thorsteinsson explained, in reply to a question by Mr. Coolican, that in the matter of apprentice training, universal reciprocity existed among the Provinces of Canada and that with the passage of this Bill this arrangement would include the Northwest Territories. In other words, he said, this would establish the equal acceptance of qualifications; a Completion of Apprenticeship Certificate issued under the Northwest Territories program would be acceptable anywhere in Canada. Mr. Thorsteinsson stated, in reply to a question from Mr. Jones, that under this program, the Federal Government would provide for payment to the Northwest Territories for trainees for whom that Government is financially responsible just as is now done under other education programs.

In response to an enquiry from Mr. Gall, Mr. Thorsteinsson said that at a recent meeting he had attended representatives of labour and management from the mining industry had agreed that the terminology "mining" does not define a trade. It is, instead, made up of several trades.

Mr. Thorsteinsson assured Mr. Gall that a program of apprentice training is whole-heartedly supported by both mine management and labour.

Mr. Bowles explained, in response to a question from Mr. Gall, that all facilities available in the Northwest Territories will be used and that apprentices will go south for training only if all or any portion of their training is not available in the Territories. He added that an apprentice is an employee and is therefore eligible for normal Workmen's Compensation coverage.

To a further question regarding workmen's compensation, Mr. Bowles stated that a new employee, whether entering as an apprentice or a labourer, is treated, for Workmen's Compensation purposes, in exactly the same way and the rates charged for compensation purposes are equal for both categories and are based on the type of industry. This then is obviously not a problem to mine management.

Mr. Thorsteinsson said, in reply to a question from Mr. Coolican, that the Province of Alberta will issue Completion of Apprenticeship Certificates only to those persons who have carried out their entire training in the Province of Alberta.

Mr. Bowles said that at the present time there are two N.W.T. residents in training in Alberta and he explained that the Completion of Apprenticeship Certificate is not given to non-residents who have taken any portion of their training elsewhere. He told the Committee that the Completion of Apprenticeship Certificates is acceptable throughout Canada.

Mr. Bowles explained to the Committee, in response to a question from Mr. Coolican, that it was difficult to project the present figure of 10 or 15 persons who would be working under apprenticeship agreements, if this plan is adopted but, making allowances for drop-outs, etc., it is expected that the present figure would increase in four years to approximately 35 to 50.

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

3:00 o'clock P.M.

The Committee continued consideration of Bill 1, Mr. Gall in the chair.

The Chairman asked whether the industrial east was accepting this apprentice training.

Mr. Thorsteinsson replied that this scheme of apprenticeship was accepted almost universally.

Mr. Bowles replied that this type of training resulted in an interprovincial certificate being awarded, that the candidates all wrote the same examination, that an interprovincial seal was valid and recognized throughout all provinces. He added that it was a secret examination corrected with a standard key and that this was the reason why the certificate was generally accepted.

The Chairman, referring to his academic training, asked whether it was contemplated to provide academic as well as apprentice training.

Mr. Thorsteinsson said that it was necessary for students to obtain academic training in conjunction with training in a specific trade. At the present time, it was proposed to use technical institutes in the south.

Mr. Goodall asked whether this new program was being related to the vocational training program in Yellowknife and added that the vocational training program would not provide the expected results because the students have no home background to help them in this matter. He thought that carpentry trainees are the only ones who could get a good job. For the others, the contractors would not let their proven employees go in order to hire vocational trainees. He believed that it was only academic to provide such a program and that he did not see any benefit accruing from it. Good home upbringing was not available for a number of the students and the transition was too fast to allow many of them to adapt to changing situations.

Mr. Thorsteinsson replied that the training had not yet reached a level high enough and that the trainees were not well enough trained for the limited opportunities available. He added that the purpose of the Bill was to enable trainees to take their proper place. He added that the Bill would allow persistent people to continue their training and that they would have a recognized goal to achieve.

The Chairman replied that the informal committee in Yellowknife was fully aware of the problems raised by Mr. Goodall. He believed the Bill was a step forward and he thought the people would return to the North after receiving this training, but if they wished to stay in the south they could feel at home.

Mr. Sivertz assumed that the trainees would wish to return to the Territories and that perhaps some inducement could be offered similar to that offered under the higher education program. He noted that a number of employees in the Northern Administration Branch came from the Northwest Territories and that almost all of them asked to be posted in the North. He said that he knew that an increasing number of young people were gaining opportunities in education and in training outside the Territories in order to return. It should be expected that there would be occasional individuals who would not wish to return or who would not work out as well as could be expected.

Mr. Lang emphasized the need for an employment service in the North. He knew that eight or nine men had been brought from outside the Territories to work as cat skimmers just as he was leaving the Delta area. Trainees from the Inuvik Rehabilitation Centre had been sent out to Calgary or Edmonton for extra training and these people were perfectly able to handle a cat but none of them had been hired. He added that the youngsters had been very disappointed in not getting this employment.

Mr. Thorsteinsson said that the Branch tries to take every possible precaution to see that this does not happen. He added that the

Branch recently assisted in transferring employees from Rankin Inlet to Lynn Lake. The operators at Lynn Lake said that if this scheme proved successful they would hire another fifty men. He admitted, though, that opportunities can be missed at times.

Mr. Gall asked whether the lack of full qualifications would not be a reason for this situation occurring.

Mr. Thorsteinsson replied that students were fully trained to a high level and that they do not leave the course unless this is so. He added that he knew of two cases where a substantial salary increase was given to the trainees and these trainees were moved to more expensive equipment.

Mr. Sivertz reminded the Committee that a number of contractors have highly qualified employees who know two or three trades. A company would normally retain these people year round, even though they might not have full employment, in order to have them available when required. When submitting a bid on a contract, these companies would base their price on the versatility of these employees. However, he added, the Administration was trying to overcome the problem.

Mr. Goodall expressed the opinion that in some cases education does not take at all with some people. He cited a recent case and said these people sometimes returned to life in the bush.

Sections 1 to 8 - Agreed to.

The Chairman asked that the names of the members of the Apprentice Advisory Board be well advertised throughout the Territories.

Section 9

Mr. Brown recommended that paragraph (e) of section 9 be amended to read "section 6 or 7" in place of "section 7 or 8" and that the letter "s" be added to the word "agreement" at the end of the first line.

In reply to a question by the Chairman, Mr. Thorsteinsson explained that paragraph (u) of section 9 of the Bill contains a provision for trademen to take a certificate as journeymen. He added that paragraph (v) of the same section was provided to cover situations where a person changed his mind or took off with the travel money.

Section 9 - Agreed to.

Mr. Brown moved that a new section 10 be added to the Bill. He added further that the Bill would authorize the Commissioner to make all arrangements except the disbursement of money.

Mr. Sivertz questioned whether subsection (2) of section 10 would not allow a diversity of views in the agreements.

The Legal Adviser replied that this would leave no leeway whatsoever and this provision would always apply whether it was mentioned in the agreement or not.

Mr. Jones asked whether the trainees would continue their training with employers in the North.

Mr. Thorsteinsson agreed.

Section 10 and Schedule - Agreed to.

Bill 1 - Agreed to.

The Committee rose and the Chairman, Mr. Gall, presented his report to the Council.

Report of Committee

The Committee recommended that Bill 1 be accepted with minor amendments in section 9 and with the addition of a section 10.

Bill 2 - An Ordinance to Amend
the Game Ordinance.

On a motion by Mr. Brown, seconded by Mr. Goodall, Bill 2 - An Ordinance to Amend the Game Ordinance was read the second time.

Council resolved itself into Committee of the Whole to consider Bill 2, Mr. Jones in the chair. Mr. A.G. Loughrey, Regional Research Supervisor, Canadian Wildlife Services was in attendance.

Mr. Brown explained that Council was aware of the program proposed in the Bill. He said that the matter of a bison sanctuary was being raised at this time because of the recent decision to transplant the wood bison earlier than expected. There was an urgent need to have the sanctuary established as soon as possible in order to protect the animals.

Mr. Loughrey advised Council that the wood bison moved to the sanctuary was a small breeding band and, although the area was larger than required at present, it was expected that the band would increase in numbers and provide a tourist attraction. In years to come, a high population pressure within the herd could cause an overflow outside the boundaries but this was not likely because of the terrain.

Mr. Gall asked whether the restriction applied to buffalo only. If the surrounding area was open to big game hunting, would the establishment of a sanctuary prevent the area within the sanctuary from being opened?

Mr. Loughrey replied that the restriction would apply only to buffalo.

In answer to a question from Mr. Goodall, Mr. Brown suggested that it was better to define the area specifically and this would tend to avoid any controversy at some later date when changes would be proposed.

Mr. Lang agreed that the area should be defined now and not at a later date.

In reply to a question from Mr. Kaeser, the Legal Adviser explained that Council could declare the wood bison a species in danger of becoming extinct and that this declaration would prohibit Indians shooting buffalo for their own use.

Mr. Gall requested that the young people in the schools close to the bison sanctuary be advised of the new regulations so that they can pass this information on to their parents.

Mr. Sivertz explained that the wood bison was a subspecies and should be preserved at all cost and that it was incumbent on this government to take all necessary steps to preserve this animal. He added that in years to come when the herd had grown to a fair size, it might be more useful if this asset could be harvested by sport hunters providing the project was successful.

In reply to a question from Mr. Gall, Mr. Loughrey stated that it was not easy to identify a wood bison from a plains bison just as it is hard to differentiate between a reindeer and a caribou.

Mr. Lang stated that the question of shooting grizzly bears had been raised at Inuvik last summer and that Council had unanimously agreed that the season on grizzly bear be opened up unless the Canadian Wildlife Service had very serious objections. The grizzly bear was fairly dangerous in the Delta because a bear can smell fish ten miles away. He had seen a bear attack dogs and said that occasionally a bear would also attack a man. Bears often destroyed the property of hunters and if a bear was close to a hunter's camp the hunter should be allowed to kill the bear even though he was not being personally attacked. In his opinion, a bona fide trapper had enough trouble looking after himself and should not be given any more trouble. He added further that he did not think that this measure would result in more bears getting killed. He had great respect for the work of the Canadian Wildlife Service but he did not agree with the Service in this case.

Mr. Loughrey said that in view of the comments he had just heard regarding the barren-ground grizzly bear, he felt as if he was in the position of defending Frank Valachi. He then outlined for the Committee the areas in which the barren-ground grizzly bear is generally found, that is in the area east of the Mackenzie River extending to Paulatuk, Contwoyto Lakes and Artillery Lake and as far east as the Thelon River. He mentioned that in the far eastern portion of this area, there were probably only 100 bears, although no accurate figures were available. He noted that under the existing legislation any bear endangering life or property may be shot. The Bill being considered by Committee, he pointed out, proposed an open season on all sexes at all times in all parts of the Mackenzie and Keewatin Districts of the Northwest Territories. This would not apply to the District of Franklin because there are no bears in that District. He reminded the Committee that grizzly bear had been taken under the protection of the Game Ordinance in 1949 and that the present open season consists mainly of the usual hibernation period. He stated that there are probably not more than 500 barren-ground grizzly bear throughout the Territories and the reproductive rate of this animal is very low. He estimated that the grizzly bear population is approximately 1/20th of that of the polar bear which is also protected. It occurred to him, he said, that the Northwest Territories is a big country and there should be sufficient room in it for both man and the grizzly bear. The Bill before Committee, he stressed, is, in fact, a shoot-on-sight order being issued to the 2,400 holders of General Hunting Licences. Unfortunately, not all of these hunters are Dead-Eye-Dicks and in addition, there are no trees to climb as a means of avoiding wounded or enraged animals. He recounted for the Committee that in the experience of Canadian Wildlife Service field parties, there have been only two incidents involving grizzly bear. He added that in his own experience, these animals are usually comparatively easy to scare off. Mr. Loughrey offered two suggestions by which the present Ordinance could quite adequately provide the degree of latitude apparently desired. He felt that there was considerable scope for interpretation of the phrase "endangering the property" contained in Schedule B, Item 1 of the Ordinance. To his knowledge no prosecution had ever been made for the abuse of this privilege. He felt also that there was a possibility of recommending to those enforcing the Game Ordinance that allowances should be made for persons shooting bears within a mile or two of their camp. He agreed that a bear within this range of a camp could easily endanger the camp.

Mr. Lang said that although there may be 2,400 holders of General Hunting Licences, not all of these are bear hunters, many are women, many never see a bear. He suggested that probably less than 100 holders of General Hunting Licences actually see bears. Generally speaking, a bear pelt is of little use, and is good only during the summer months when few, if any, hunters are out in the bush, because of the quantity of mosquitoes and other insects. Grizzly bears are killed mainly because of the danger to property, caches, dog food and equipment, not to people. Hunters, Mr. Lang said, are not scared of bears but their wives and

children are. Existing legislation may be alright but over-zealous game wardens could easily cause trouble. Mr. Lang expressed himself in favour of the Bill before Committee and said that he does not expect a great increase in the bear kill. He stated that the number of bears in the Delta is on the increase. He pointed out that the Regulations governing bear hunting in British Columbia, Alberta and Alaska are being relaxed and he, therefore, could not understand why the same should not be done in the Northwest Territories.

Mr. Brown pointed out to the Committee that there was no provision in this Bill to authorize prospectors or any persons other than holders of General Hunting Licences to kill bears. However, he said, a prospector, if attacked, has the same right as anyone else to protect himself.

In response to an enquiry from Mr. Goodall, he outlined the exact provisions of this Bill.

Mr. Lang said that he had been approached by the prospectors on his return to Aklavik after the last Council Session but feels himself that the trapper is more in need of help in this regard.

Mr. Gall reminded the Committee that there are many prospectors working in grizzly bear country - the Contwoyto Lakes - Coronation Gulf area. He had had caches of his own molested in the Dismal Lakes area. He agreed, however, that there have been no prosecutions for breaches of the Game Ordinance with respect to grizzly bears. He explained to the Committee that prospectors do not make a habit of killing game as they are unable to transport game with them. He was satisfied with the existing legislation although the wording was rather ridiculous. Provided the present situation continues and prosecutions are not carried out under the Ordinance in the event of grizzly bear being killed by prospectors and trappers in defense of themselves or property, he will be satisfied, he said.

Mr. Loughrey emphasized the danger inherent in permitting prospectors to hunt grizzly bear. By doing this, he said, those people who wish to shoot grizzly bear could easily and inexpensively enable themselves to do so within the law by purchasing a prospector's licence. He felt that the needs of trappers and prospectors are adequately provided for under the existing legislation. He suggested, however, that perhaps some further advantages might be gained through establishment of game zones.

Mr. Brown emphasized the dangers of over-complicating the already complicated Game Ordinance by establishing more game zones.

Mr. Lang expressed his satisfaction with the present Bill and added that to his knowledge, only two people had ever been injured by grizzly bear. He went on to cite several instances illustrating the destructive nature of grizzly bear.

Mr. Loughrey said that in his experience there had only been one case.

The Chairman suggested that if Committee had concluded its general comments on this Bill, it might now wish to carry on with a clause by clause consideration of the Bill.

Mr. Brown assured the Committee that the Administration had no intention of changing their attitude towards enforcement of the Game Ordinance and suggested that the Committee might also wish to consider Sessional Paper No. 5, Report on Anthrax in Bison in the Northwest Territories at this time.

The Committee agreed to discuss Sessional Paper No. 5, Report on Anthrax in Bison in the Northwest Territories.

Dr. L.P.E. Choquette, Pathologist with the Canadian Wildlife Service, was present.

Sessional Paper No. 5 - Report on Anthrax
in Bison in the Northwest Territories

Mr. Brown stated, in introducing this paper, that it outlined briefly the program of moving bison back into Wood Buffalo National Park and integrating the animals formerly outside the Park with the Hay Camp herd. It is intended, he said, to move all animals now outside the Park back into the Park and to make them subject to the Buffalo Management Program being carried out there. The herd outside the Park, he said, is the one which is now used for the buffalo hunt and for slaughtering to provide meat for indigent peoples.

The Chairman informed the Committee of the extensive study and consideration which had been given to this problem by the Canadian Wildlife Service before reaching any decisions.

Mr. Brown assured Mr. Lang that no infected animals would be moved into the Park during the winter transfer of the animals.

The Committee examined the paper clause by clause and accepted it as read.

Bill 2 - An Ordinance to Amend
the Game Ordinance

Sections 1 to 3 - Agreed to.

Bill 2 - Agreed to without amendment.

The Chairman asked if the Committee would agree now to consider other game matters. The Committee agreed.

Mr. Brown stated, in reply to a question from Mr. Lang, that the proposal to establish smaller game zones which was made at the July Session of Council was one of the matters which would have been dealt with at the January Session and was being held under consideration by the Administration.

Mr. Lang recommended that lynx snaring be permitted and that trappers obtain snares from the Department of Northern Affairs to be returned each spring. He pointed out that snaring ensures a much quicker death for the animal than by the usual trapping methods and in addition causes less damage to the pelts. He repeated the proposals regarding the shooting of beaver and the extension of the beaver season which he had first raised during the July Session of Council and asked that these matters be pursued by the Administration. Returning to the question of snares, Mr. Lang said that the existing legislation prohibits the use of snare wire heavier than 22 gauge. He pointed out to the Committee that this weight of wire is not strong enough to hold a big rabbit. He recommended that the legislation be changed to provide for the use of anything up to 20 or even 18 gauge wire.

Mr. Gall stated, in reply to a question from the Commissioner, that the question of snaring was dealt with extensively by Council in the 1930's. He explained that snares used to be used frequently for foxes and that the limitation placed on the weight of snare wire was intended to eliminate this practice. He agreed that because any gauge of wire could be doubled, this legislation was a rather ineffective method of dealing with the problem.

Mr. Brown informed the Committee that he had just been advised that rabbits are not game and that therefore the section in question does not apply to rabbits.

Mr. Sivertz suggested that the usefulness of the section regarding snaring should be investigated and if of no use, this section should be eliminated from the Ordinance.

Mr. Goodall said he assumed that consideration was being given to the opening up of the Mackenzie Mountains area to hunters and outfitters.

Mr. Brown replied that the report on this proposal has not been received from Fort Smith yet. He understood that it has been completed but would not be in the hands of the Administration by Thursday. The results of the report will be conveyed to outfitters as soon as possible.

The Committee rose and the Chairman, Mr. Jones, presented the report of the Committee to the Council.

Report of Committee

"The Committee recommended that Bill 2 be accepted without amendment.

"The Committee accepted Sessional Paper No. 5 as read. The Committee also recommended that existing legislation be amended to provide that rabbit snares be not heavier than 18 gauge wire. The Committee further recommended that the Administration give consideration to the usefulness of retaining the restrictions on use of snare wire contained in the Game Ordinance.

"The Committee further recommended that consideration be given by the Administration to the authorization of beaver shooting and the extension of the existing beaver season as first considered by Council at the July Session."

Council accepted the report of the Committee.

Council adjourned at 6:00 p.m.

WEDNESDAY, NOVEMBER 20, 1963

10:00 o'clock A.M.

All members present except Mr. Desrochers and Mr. Coolican.

PRAYERS.

Petitions

Mr. Brown tabled a brief submitted by the three school districts in the Northwest Territories on the subject of municipal grants. He told Council that the brief had been received only last week and that, although the Administration was not ready to submit recommendations at this time, he was tabling the brief for the information of Council members.

Mr. Gall, referring to the tabled brief, stressed that in the dying moments of this Council the brief should be examined in the light of the present tax rate and the present tax disposition.

Mr. Smith suggested that the interest of Council on this matter should not be judged on the basis of when an actual review of the brief would be made. He recommended that the Administration be allowed sufficient time to review the brief before it was discussed by Council.

The Commissioner explained that tabling of the brief meant that the brief was laid before Council for the information of members. Council was at liberty to decide what action it should request the Administration to take. Council could quite conceivably request that the brief be discussed now.

Mr. Brown referred to a brief tabled last July and said that this latest brief supported the previous one. He said that the Administration was not yet ready to report fully on the brief tabled last July and that this would be done at the next Session.

Mr. Gall emphasized that he would like to take back with him an assurance that the brief will be fully discussed at the next Session.

The Commissioner agreed that the Administration would make a firm commitment to have the brief fully discussed at the next Session.

Mr. Brown tabled a report on the outbreak of tuberculosis at Eskimo Point during 1963. He stressed that this was not a full report but that perhaps Council would like to discuss it in Committee at this time.

Moved by Mr. Gall, seconded by Mr. Lang, that Council resolve itself into Committee of the Whole to study the report on the outbreak of tuberculosis at Eskimo Point, Mr. Goodall in the chair, Dr. G.C. Butler, Chief, Northern Health Service, Department of National Health and Welfare, in attendance.

Dr. Butler stated that this interim report was being tabled at this time to keep the Council informed of the outbreak at Eskimo Point, a community of approximately 300 people. He said that in January, 1963, many people were sick and as a result an x-ray team was sent in. A high incidence of tuberculosis was detected at that time, and a second x-ray team was sent in later on and all patients with an incidence of tuberculosis were hospitalized. He estimated that approximately 50% of the children under 10 years of age were hospitalized and that a total of 80 cases had been detected. He noted that a number of virulent diseases had occurred in 1962 and that this, in conjunction with poor living conditions, led to a serious outbreak of tuberculosis this year. He reminded Council members that the incidence of tuberculosis was rising throughout the world. Because of the great strides forward in medical science the fear of the disease had greatly diminished. He suggested that every person in the North should be x-rayed each year. He added that another x-ray team would be going into Eskimo Point sometime this month.

In reply to a question from Mr. Brown, Dr. Butler explained that the fact that white residents resent taking TB x-rays helped to spread the disease. He added that this resentment had, to his knowledge, not resulted in any outbreak in the North, but he knew of one case in the south where this had happened. As an example, he said, an adult employee at a school cannot be forced to be x-rayed even though all children are x-rayed.

In reply to a question from Mr. Gall, Dr. Butler said that normally 1% of those Eskimo persons x-rayed each year have an incidence of tuberculosis.

In reply to a question from Mr. Sivertz, Dr. Butler replied that approximately 2 1/2 per cent of the total Eskimo population in Canada are treated for tuberculosis and that this percentage is about 20 times higher than the southern average. He added, however, that this percentage had been reduced from the level of 8 per cent which existed approximately 10 years ago. He added further that it was a normal occurrence that when the incidence was reduced to a very low level, the average would tend to increase.

In reply to a question from Mr. Smith, Dr. Butler stated that the lack of sufficient funds has never led the afflicted people to suffer one minute more than was required. He added that Northern Health Service had always been able to meet any emergency at any given time. He added that on such an occasion it was normal to call for help from all sides. He added that there was only one vacancy in the established positions for doctors in the N.W.T. at the present time and that he hoped to get someone in that position next summer.

Mr. Sivertz, reflecting on the sharp decrease in the ratio of tuberculosis in the last ten years, expressed the opinion that the magnitude of the case finding effort leads to the discovery of more cases and that the present health level is much higher than that expressed by the percentages referred to earlier.

Dr. Butler agreed and added that he thought that greater case finding facilities would in the long run help to decrease further the incidence of tuberculosis.

In reply to a question from Mr. Lang, Dr. Butler stated that he had not yet received a report on whether stronger germs had been detected in the current outbreak. His suspicion, he said, was that germs were more resistant to treatment but that all cases were progressing normally.

In reply to a question from Mr. Gall, Dr. Butler agreed that weather conditions in the Hudson's Bay area and the living conditions there would normally weaken resistance to disease but he did not think that the climate by itself had any effect on tuberculosis.

Mr. Jones asked Dr. Butler whether other areas where a number of diseases had occurred in 1962 were being kept under close watch to detect any possible outbreak of tuberculosis.

Dr. Butler replied that Coppermine and the Clyde River area had had a few cases. He added that it was very likely that more cases would occur in poorly-developed areas.

Mr. Sivertz noted that photographs in the report showed poor housing conditions and wondered whether this would lead to an increase in the incidence of the disease. He also asked Dr. Butler to comment on the normal belief that authentic Eskimo snow houses were better living quarters than small shacks.

In reply, Dr. Butler stated that he was not in a position to comment on this question but that he felt the actual size of the dwelling and the number of occupants would definitely make a difference.

Report of Committee

The Chairman, Mr. Goodall, reported the findings of the Committee to Council, indicating that the Committee recognized the increase in the incidence of tuberculosis in the North.

Bill 3 - An Ordinance Respecting Additional Expenditures for the Fiscal Year Ending March 31, 1964

Moved by Mr. Brown, seconded by Mr. Jones, that Bill 3 - An Ordinance Respecting Additional Expenditures for the Fiscal Year Ending March 31, 1964, be read a second time.

Council resolved itself into Committee of the Whole to consider Bill 3, An Ordinance to Provide Additional Expenditures for the Fiscal Year 1964, Mr. Kaeser in the chair, Mr. K. Stairs, Planning Engineer, Department of Northern Affairs, in attendance.

Mr. Brown stated that an opportunity should be extended to Mr. Goodall to report on his constituency as he would normally have done while Council was discussing the Motion on the Commissioner's Opening Address. He added that the progress report on the development of a new subdivision at Hay River should also be dealt with at this time. He suggested that perhaps the items in the Schedule to Bill 3 could be discussed first. Committee agreed.

Allotment 708 - Agreed to.

Allotment 716A

Mr. Gall requested a report on the Fitness and Amateur Sport Program and suggested that no assistance be extended to professional sports.

Mr. Brown replied that no report was available yet. He added that only an interim amount had been requested in the Main Appropriation Ordinance for 1963-64 and that the Administration was requesting additional funds at this time to enable the Territory to take full advantage of the program.

Mr. Goodall explained that he met Mr. Van Pelt on his way to the Session and that Mr. Van Pelt had requested additional funds for a leadership camp. He said it was fitting that, with the changing conditions in the North, more emphasis be placed on physical fitness. He added that recreation was a great force in a community.

Allotment 716A - Agreed to.

Allotment 1007 - Agreed to.

Allotment 5012A and Sessional Paper No. 6

Mr. Brown reviewed the general state of development in the new subdivision at Hay River, adding that financial assistance for the moving of houses would terminate on October 1, 1964, in accordance with the decision reached by Council last July.

Mr. Goodall pointed out an error in paragraph 3 of the paper and asked whether the Administration knew of any plans to move the federal buildings at Hay River to the new site.

Mr. Brown replied that he understood that no definite commitment had been made but that probably all new federal buildings being built at Hay River would be built in the new area, and that as population moved to the new subdivision, offices of the Federal Government providing services to the public would also be moved.

In reply to a question from Mr. Gall, Mr. Brown replied that the Government does not own all the buildings at Hay River and that it cannot force the owners to move. He added that welfare cases would be dealt with on their own merits by the welfare people. He could not say whether money from the private fund had been used for the moving of houses as authorized. He suggested that Mr. Stairs explain the map of the new Hay River subdivision to Council.

Mr. Stairs said that the prime reason for the development of the new subdivision was to provide as many lots as possible as soon as possible.

He noted that 94 lots had already been taken, either by exchange, lease or sale and that at least 29 people had already moved into the area. He reported that some of the roads were gravelled; on others, only the sub-grading was done. Some work would be done on the commercial subdivisions. Fill required in the new subdivision was being taken from the proposed sewage lagoon and the permanent trailer areas had been cleared. He said that the Administration planned to complete the major portion of the new subdivision by next year. He added that a fairly high percentage of the completed lots were already being worked on.

Mr. C.T.W. Hyslop, Chief, Resources Division, Department of Northern Affairs, attended Council.

Mr. Hyslop, in response to an enquiry from Mr. Gall, outlined for the Committee, with the assistance of a map, the details of the commercial area in the new subdivision at Hay River. It is proposed, he said, to sell the lots by public auction. The upset, or basic price, he explained, is established by adding together the costs of survey, installation of services, and actual value of the land. Mr. Hyslop pointed out to the Committee that, at the present time, the policy governing disposition of lots has only been recommended and has not yet received the Deputy Minister's approval. Commercial lots are to be auctioned, he said, in order of priority to the following groups:

1. Those persons in business in Hay River at the time of the flood.
2. Residents of Hay River not previously in business now wishing to go into business.
3. Others not included in either of the preceding groups.

Mr. Hyslop stated that advertisements will be placed in papers in the Northwest Territories and in the Western Provinces when dates have been set for the auction of lots. It is, he said, usual practice in auctions of this type to conduct separate sales in each category. Therefore, the first day would be devoted, in the morning, to those persons in category 1; in the afternoon, the auction would be open to those persons in category 2; and category 3 would be dealt with on the morning of the second day. On the following day, he said, any lots remaining unsold would be offered at the upset price. Mr. Hyslop stated that the clearing of the commercial area will be carried out as a winter works project and that a rough survey is planned for the spring to be followed later in the year by a proper legal survey. He explained to the Committee that each purchaser must sign a lease agreeing to the following conditions:

1. That construction will be started within one year.
2. That construction will be completed within two years.
3. That all building plans will be submitted to the Commissioner for approval.
4. That all construction on the property will be subject to municipal zoning regulations and to the Federal Building Code.
5. That no assignment of the property may be made until the improvements are at least one-half completed.

Mr. Stairs stated, in reply to a question from Mr. Gall, that the Department of Public Works had carried out a number of soil studies on the site this summer; that they had outlined the permafrost area; and that a copy of their report had been sent to the Area Administrator at Hay River and to the Municipal Authorities of Hay River. He added that additional drilling may be required to complete a thorough investigation of specific sites and said that all possible help will be given to occupants of the subdivision.

Mr. Hyslop pointed out that it is usual practice in sales of this type to turn the lots over on an as-is-where-is basis.

Mr. Stairs explained, in response to an enquiry from Mr. Goodall, that buildings in the commercial area will not necessarily have to be erected on piling, although this may be necessary in some cases. The permafrost, he noted, occurs approximately four to five feet below the surface and is not deep, ranging from approximately 12 to 15 feet in depth.

Mr. Hyslop reiterated for Mr. Smith the method of establishing the upset price of the lots.

Mr. Smith suggested the price should not be too rigorously adhered to because our main purpose was to establish a community.

Mr. Hyslop reminded the Committee that the price of \$600 for each residential lot in the subdivision was not meeting expenses. Turning to a question from Mr. Goodall, Mr. Hyslop explained that it was usual practice to dispose of lots in a new subdivision by auction. He said this practice gives the individual prospective buyer more opportunity to meet the competition being offered by fellow prospective buyers and to be aware of the approximate price which he must expect to pay to buy property. In response to an enquiry from Mr. Smith, he explained that a telegram had been received recently from Hay River advising that 12 applications had been received for lots in the commercial area for various purposes. Mr. Hyslop advised Mr. Gall that it was not normal practice for the sale of lots to be under the control of the Municipality rather than the Provincial or Federal authority. We were following normal practice of the Provinces, he said, and cited the example of developments at Fort Nelson in northern British Columbia.

Mr. Brown suggested that Mr. Gall had been thinking of the situation at Yellowknife where the land had been sold initially to the Municipal District and had then been disposed of by the Municipal District. He explained that the Administration of the subdivision will be the responsibility of the Municipality of Hay River.

Mr. Hyslop explained, in response to a question from Mr. Smith, that the purpose of the requirements to which each sale is subject is to prevent speculation and that in individual cases of inability to meet these requirements allowances may be made by the Commissioner.

Mr. Sivertz confirmed Mr. Hyslop's statement and stated that the Minister certainly would be willing to listen to any explanation which was offered regarding an individual's inability to meet the requirements but pointed out that such allowances were not a right and must not be taken as such. The leases, he said, were non-transferable without the consent of the Minister. He confirmed for the Committee that the railroad is expected to reach Hay River in 1966.

Allotment 5012A - Agreed to.

Allotment 8001B - Agreed to.

Schedule - Agreed to.

Mr. Brown proposed to the Committee that Mr. Goodall now be given the opportunity to make his general comments which he had been unable to do earlier due to his late arrival.

The Committee agreed.

Mr. Goodall said:

"Mr. Chairman: I report on the economic conditions of that portion of the nation known as the Mackenzie River constituency of the Northwest Territories. The economic situation of the people there now is in a rather healthy condition. Those of the trappers who are making their livelihood from living off the land, the harvest of furs, the hunting of moose and other food animals - it is not any more difficult now to make a livelihood that way than it ever was. These are more stable than in some years. High class furs such as mink were in high demand last spring which means when the demand is high the volume of furs sold is greater - the result is that the markets are pretty well cleared and the demand for fur is just as strong now as ever. Some of those in a position to live off the land and who have their trapping areas away from the forts will no doubt come back around Christmas time - good hunters may have \$1,000 of fur by Christmas time. There are a number of them. Our economy is no longer based on new money. We are a welfare state and the money that is pumped into the country by the government is, in our particular area the only money of any great consequence. The result is we are now on a wage economy basis. We have built homes in little towns like Fort Simpson and other settlements of that sort. They have hardly acquired the status of villages as yet. I am referring to Fort Simpson itself.

"At Fort Providence this summer the new water plant was installed. They have a sewage disposal pick-up system. The people there - mostly the bread-winners - make their livelihood in winter off the land. During the summer months most of the pilots make their homes in Fort Providence. At Fort Liard the economy is fairly sound because they live, for the most part, off the land. Fort Wrigley is in a similar situation and with the benefit of Family Allowances, Old Age Pensions and so forth, those people have been able to get by.

"The people at Trout Lake who live the life they have always lived off the land and with the fish in the lake, the moose and the fur, are no problem to anyone. When the game warden comes out with his bombardier a number of dog teams will follow him into the fort. They are able to make a living off the land as in time immemorial.

"We have in Fort Simpson plans with reference to the education program initiated around 1947. With the construction of our buildings, the hostel and so on, it was anticipated at that time by me at least, that the children in the area would be sent to the hostels and the families would remain in the bush where they could live off the land with little expense. I had no intimation myself at that time we would be bringing the families into the fort as well as the children. The result is we now have rehabilitated a good many people in Fort Simpson who are not allowed to send their children to the hostel to stay because they are residents of the town. They have been rehabilitated into fairly modern homes, some with electricity - they do not live off furs. Despite the recent spring floods these people find themselves in better condition than ever before excepting that the economy is such that buying food in the stores keeps them in a state of living from hand to mouth. Mr. Merv Hardie, in his time, was very much surprised to find when he visited homes in Fort Simpson that they had nothing whatever in the cupboards at supper time. They go to the stores to buy. It is not a good economic prospect. Many have large families - talking about population explosion - the chief himself has fifteen children and it is not to be wondered at that he has a burden on his back for many many years to come. His oldest child is a young lady of eighteen or so and his baby is a few days old. A man like that has quite a job cut out to furnish them with clothing,

rubbers, parkas and so forth. Fortunately, he does have a steady job working at the experimental farm. Others are not so fortunate. There are a good number I know who have large families. A man I know has twelve or thirteen children. He has no job - he is self employed. In Fort Simpson we have young fellows who normally would be making their livelihood in the bush. Looking back for twenty or thirty years it was almost a criminal offence to be found in Fort Simpson. As I recall a man thirty years ago would really have rubbed his eyes if he saw what has happened to Fort Simpson during the last couple of decades. It was almost a felony to be found in Fort Simpson. The magistrate would say "If I find you in the fort tomorrow you'll get six months on the woodpile". This man would be living in the fort without any visible means of support. He would be a vagrant. He must be willing to live on someone who could afford to board him with his family - the Special Police Constable, interpreters and others working for the R.C. Mission. That man would rub his eyes to find 750 people in the hostel. Many of the children in hostels have come from as far east as Fort Chimo - from Fort Churchill. We beat the bushes and scoured the woods to find pupils to put in some of these hostels. A man could come back and find a number of people employed by Northern Canada Power Commission, people from outside who have their families and their homes, living with modern amenities of civilization - the N.C.P.C., water construction plant, steam plant, would employ some twenty people. Very few of these people are local residents. They are from the outside. We say the employment situation is very bad. We have to send children to vocational training schools and are unable to find jobs for them. There must be something wrong. There are many jobs these fellows could fill instead of living like labourers, living in villages as semi-loafers.

"Fort Simpson has not yet acquired the status of a village; it is what is known as a local improvement district. We have a very enthusiastic advisory council. We have a very able volunteer fire brigade. It is a lovely town. It has been well laid out. Subsequent to the high water last spring the Indian homes which were partly submerged were moved to a high development - part of the old R.C. Mission farm at Bald Hill. Streets were laid out, money to the extent of \$7,000 was spent in grading the hill to make it suitable for a village site. I think some thirty or forty homes are built on this new townsite. It is very well planned. Street lights, streets laid out, people living in very nice circumstances, but we do not have any new money coming into the country other than welfare money. We are living in a welfare state. If Sir Thomas More were to come back to life again and saw what he would see in Fort Simpson he would think he had discovered that Utopia he described. If he saw the way Civil Servants in the Northwest Territories live he would think he had found the Utopia he spoke of. Then if he saw how the native people live in their shacks he would really drop dead again.

"Our teachers are devoted, dedicated people who take their jobs seriously. The men who work in the steam plant, and others, have a job to do and do it well. We are not living in conditions such as I experienced when I went to Fort Simpson thirty-six years ago where the ox and the dog team were the means of transportation in winter time. I have great hopes for the future of Fort Simpson. In the summer time it is a garden town, known for its flowers. A beautiful community, Mr. Chairman. When you were the steward on the "Distributor" thirty years ago you probably recall that whenever the boats stopped at Fort Simpson my own children, who were then less than ten years of age, would immediately go up on the gangplank with a bouquet of sweet peas to decorate the saloon. Fort Simpson is a garden town in summer and a lovely place in which to live climatically. Fort Simpson is an agricultural town known for almost a century for

its garden produce, what was termed country produce in that time. My own experience in agriculture has been life long. I was born on a farm. A doctor said one time after examining me - "There's only one thing wrong, you were born on the farm and there's no cure for that". It is my way of life. I raised my family on the Mackenzie - two sons and a daughter. My boys went to school and Mr. Cook, now Suffragan Bishop of the Arctic, taught them for two and a half hours a day. They went to school in the morning and in the afternoon they went to the woods and cut cordwood and raised their own crop. They once sold 100 sacks of potatoes which they put on the "Distributor" to go north. The life was most congenial. Those boys had to buckle down. That is our difficulty nowadays - there is no longer the need to burn wood for fuel. The boys in Fort Simpson do not have the advantage of having outside work to do after school. The boys years ago would cut wood to make an odd dollar or so. We now have schools, hostels, outdoor skating rink, arena, and I say life is very congenial as long as the government is pumping millions of dollars into the country. Our country is not as backward as it would have been had we not had the benefit of a paternal government who sees the value of making life congenial by developing. I have great hopes for the rising generation of the country because although they may not all be born equal they all have equal opportunities. Their life is in their own hands. Sometimes in speaking to children I have used this illustration. I have said that a philosopher was at one time known as the man who had the answers. Had he been alive today he would have won all the \$50 questions. Some boys, hearing he was coming to town, said "We'll fool the old fellow". "What we will do - we'll catch a bird and as he comes along we'll hold it in our hand and say - 'Mr. Socrates, what have I got in my hand?'" "If he says it's a bird we'll say - one more question - Is it alive or is it dead?" and if he says it's alive, we'll say "No, it's dead" - a press of the hand will kill it - and if he says it's dead we'll open our hand and it will fly away". So along comes Socrates and they asked the question. "What have I in my hand?" Socrates could see the tail feathers. He said "It's a bird". "Right. We have one more question to ask you. Is it alive or is it dead?" Socrates considered about twenty seconds. Then he said "The answer is in your own hand". I use this illustration. We say the answer to your life is in your hands. You can grow up to be an unskilled labourer - Mr. Diefenbaker says you can become Prime Minister - but you govern your actions accordingly.

"To stimulate the economy we have the Winter Works Program. Our way of life is in the hands of the Area Administrator who is doing an excellent job. He is a man of firm purpose. He knows people. He has been living on an Indian Reserve for some twenty-five years. He is a wonderful Area Administrator and has everything pretty well organized.

"With reference to harvesting the renewable resources in our country we have the forestry projects. I mentioned agriculture and Fort Simpson has been successful. The local boys have a sawmill and this year they shipped by Yellowknife Transportation Company 110,000 board feet of lumber. This is a program we will duplicate other years because once we prove we can fill orders for lumber on the Mackenzie, we may grow. That will be an economic advantage.

"We also have the C.N.T. program. The land line is under construction from Providence to Norman Wells and points north. We had anticipated that this land line would be completed to Simpson by this year. However, this had not been the case due to the fact that much of the line came through muskeg. This is a means of revenue to our local economy. Going back to the sawmill business - we have the assurance of Mr. Lang that the boys want work. What transpired at Simpson - we found that they wanted work but as soon as they found the work and found it difficult the morning after the night before they

didn't show up. The result was that a crew of skilled lumbermen were brought from the outside to make a stake. The sawyer, edger, etc., and other skilled men had sawmills to make and were happy to have the opportunity to keep the thing going. Depending on the local boys, it would not have come off so well. The thing nowadays is to get an education and become skilled in the requirements of our present modern age.

"As I said, Mr. Chairman, recreation plays a large part in our present way of life. We do have a recreation centre, we do have a hockey rink which was constructed by the R.C. Mission. It is being rented by a community society. Plans are under way, when Simpson acquires the status of a village, which will occur without question within twelve months, to purchase this big fine hockey rink for the benefit of the village.

"When we first went to Simpson about thirty-six years ago, the mail service was accomplished by means of three mails in the summer time and two mails in the winter. The mail was sometimes five months late. Modern developments have taken place. We now have two mails a week. Our family has operated the post office for the last twenty-five years, and I imagine you probably have a better opportunity in a post office to study the character of people than in any one other occupation. Forgive me, Mr. Chairman, if I say that I have been looking at the stern end of a horse for so long that when I see a human counterpart it is not hard to recognize him. The public think that the postmaster is a servant of the public and that the postmistress can be told what to do.

"You can tell a person's character by his appearance at the wicket. We have operated the post office for twenty-five years. Conditions are somewhat different today. Before the airmail service was inaugurated it was only first class mail which was taken to Simpson by dog team and the mail carrier had his difficulties. I recall the man driving mail hauled mail from Waterways to Herschel Island. One time, going into Hay River, there was a crack in the ice and, although the mail always goes through, this time it went through the ice. He did not have far to go to Hay River. Fortunately the dogs crossed this crack but the result was Harry was sheathed in a coat of ice when he arrived at Hay River. Fortunately just his clothes were frozen. On another occasion Harry, rest his soul, was going around Easter time with the mail from Providence to Fort Simpson and they camped overnight - he had a priest with him, Father Guay. They came to an Indian encampment. Harry said they didn't have anything, absolutely nothing, and so in the morning Harry said "We won't be needing this, we won't be needing these beans", and so on and he left them just enough food to take them to Simpson - so... it started to snow. Great big gobs of soft white snow. And Harry and the priest started for Simpson. I don't know how many nights it took them. They ran out of food, of course. Along the Liard River they came to some Indians. Father Guay asked them for grub. He knew where to look for it and he found what he was looking for which was dried meat and they chewed until they came to Fort Simpson. These are all part and parcel of the way of life at Simpson a number of years ago. Now we are living in a different era where skilled labourers must be skilled in their work. If they have

a job to do they must be skilled and able to do that work. Young men of our generation are living in the fort and they are afraid to leave the fort because they might miss something. It is an unfortunate way of life. It is an unfortunate way of life in all the forts I know of along the river - the abuse of alcohol. Fort Simpson is in a favourable situation - we do not have a beer parlour; we do not have a liquor outlet. I think a request was put in to have a liquor outlet at Fort Simpson and the reply was "As there was only \$30,000 of liquor consumed in Simpson there is nothing there to justify an outlet". However, it is legal now to make beer from malt and so on and there is a good deal of drinking going on. And this applies at many settlements where there are Indians. Alcohol and gasoline don't mix. Time was you could scold an Indian but not any more. Now the R.C.M.P. were at one time, and are still, very highly respected - it does not prevent these fellows from mixing with a local corporal and he has to use his fists. This to me is something that there seems to be no end to. I have suggested interdiction. In Edmonton there is interdiction, according to the Vancouver Sun there is interdiction there. But our magistrate says it is not the answer, it is not practical. I don't know the answer. But you can't expect these fellows who have no self respect, no self control, to amount to very much as long as they continue this hostile practice. A good many of them do overcome this. I have much respect for many of the old-time Indians and for some of the young Indians too and for the Indian women - I really do. As I said they have got a big influence on the rising generation. What a child learns at his mother's knee will stay with him for life.

"We have come a long way since I first appeared in the Northwest Territories.

"Following the Yukon Territory certain changes have to be made in regard to our game laws to bring them in line with what occurs in the Yukon. That is a matter for the next Council to decide.

"Along the Mackenzie now we have a number of people who are taking up flying. There is a flying club at Hay River. A number of fellows at Simpson have their own plane. Our local corporal there is a flying enthusiast - he has his own plane. He advocates the formation of the Northwest Territories Aviation Council. I think this is something that should be given some encouragement. I have a program outlined by the corporal which will be made available to the members of the Northwest Territories Council. I submit this to the consideration of the Administration. (Mr. Goodall read and tabled a Paper Regarding the Formation of a Northwest Territories Aviation Council.)

"I have mentioned a Fitness and Amateur Sport Program. We have a communication here with regard to that addressed to Mr. Sivertz.

"We have one man who has purchased lots in Fort Simpson who has a complaint because he figures the cost of his lots is too high. I shall have to take this matter up with the Department.

"We have here a budget that the Local Advisory Council has prepared with reference to our expenditure for the coming year amounting in all to \$37,300. I will submit that also to the Administration. That is about the end of what I have to say, Mr. Chairman."

Mr. Brown stated that Mr. Goodall's comments had contained some very nice things about people and places, even including Yellowknife, and he was sure that none of the members would want Mr. Goodall to change his comments and therefore suggested that his address be accepted as read.

The members of the Committee agreed.

Mr. Lang confirmed the accuracy of Mr. Goodall's historical sketches and agreed with his definition of the problems concerning employment for the young, the advantages of good early home training, the need for increased employment, education and generally the problems related to money and liquor. He said that he hopes Council will later consider the use of interdiction as a method of controlling the abuses of liquor. He added that he supports the recommendations for the formation of a Northwest Territories Aviation Council.

Mr. Smith felt that he had detected a note of sadness in Mr. Goodall's remarks as he had in some of the comments made during this Session by Mr. Lang and Mr. Gall with reference to the calibre of the youth of today. He said with all seriousness that conditions in the south today are very similar to those described by the elected members from the North. He expressed the thought that perhaps the elected members were viewing northern youth in the light of conditions in the south as they remembered them from the days before they moved to the Territories. He continued that, in his own opinion, the northern youth of today differed little from their southern counterparts except that they were more self-reliant and more resourceful.

Messrs. Brown, Sivertz and Lang all associated themselves strongly with Mr. Smith's remarks.

Mr. Smith stressed the great importance and the desirability of better communication between Ottawa and the Territories. At this time, he said, in addition to the general need for proper understanding of each other, there is the increased necessity for improved communication brought about by the impending death of this Council. Mr. Smith then referred to a letter he had received from Miss Maja van Steensel of the C.B.C., Northern Service, outlining a proposed program entitled, "The Administration of the North". This series, he said, would consist of a number of general discussions of the rights and responsibilities of the individual. This program, he suggested, is something which the Department might well take interest in and which it might well advertise in communities in the North by posting notices, by word of mouth, etc. Mr. Smith suggested that the C.B.C. might perhaps be asked to broadcast the series twice to ensure the widest possible audience. He felt that this was an immense opportunity to do a first-class job of improving communication between Ottawa and the North.

Mr. Sivertz thought this was an excellent proposal and asked Mr. Smith if he would care to suggest to the C.B.C. that they use the talent of Council members. He remarked at this time upon the excellent speech which had been given by Mr. Goodall at Inuvik and suggested that there were many members of Council who could make an equally important contribution.

Mr. Lang also agreed that this was an excellent idea as was the proposal to broadcast twice daily. The C.B.C., he said, has in the past produced some excellent material and certainly, in this case, has produced the outline of what should be an excellent series. Mr. Lang emphasized the need for some advance warning of the broadcasting of this series.

Mr. Smith agreed that proper advertising and advance warning is the key to making this proposed series an unqualified success. We must ensure, he said, that these broadcasts do not go out on desert air.

The Committee adjourned at 1:00 p.m.

3:00 o'clock P.M.

The Committee continued its consideration of Bill 3, Mr. Kaeser in the chair.

Sections 1 to 5 - Agreed to.

Bill 3 - Agreed to.

Mr. Brown referred to Sessional Paper No. 4 which he had tabled previously, adding that it had not yet been discussed. If the Committee concurred, he said, the paper could be dealt with at this moment, but he recommended that only the matter of higher education be considered now. He added that Mr. D.W. Simpson, School Services Section of the Education Division, was in attendance to answer questions raised by Council members. The Committee agreed.

Mr. Gall questioned the statement that appropriate distribution had been given to the various circulars, adding that in a few instances only one copy had been available in the Yellowknife office. He also questioned the term "eligible institutions" and felt that not enough information had been contained in the program description.

Mr. Simpson replied that the term "eligible institutions" meant a chartered university or an institution which had completed association arrangements with a chartered university. He explained that the transportation costs covered only the cost to the nearest university providing the course the student wished to take.

Answering a question from Mr. Gall, Mr. Simpson said that although Grade 11 standard was accepted for university registration in British Columbia, the Administration thought that all students should take Grade 12 in the Territories if facilities are available and that this would result in the students obtaining a standing equivalent to the first year of university at much lesser cost to the Administration. He admitted that if a child came into the Territories after completing Grade 11, this could cause some confusion. He added that an Educational Advisory Committee had been formed and that its first aim was to help students attend university. He said that results were very encouraging, that twenty-four of twenty-eight applications received had been accepted, that sixteen applicants were in receipt of grants and that eight applicants were receiving both grants and loans. He added that the committee wished to gain actual experience before having regulations prepared and that there was bound to be a few errors.

In reply to a question from Mr. Goodall, Mr. Simpson said that Council had expressed the opinion that there should be no discrimination in the program and, as a result, the racial origin of the student was not requested. However, he added, he did not think that any Indians or Eskimos were benefitting under the program at the present time.

Mr. Sivertz commented that the Committee was not entirely without guide lines. He added that it was also note-worthy, and reflected favourably on the people of the Territories applying for assistance, that the Administration had received fewer applications for loans than had been expected. He said that the first year of the program will guide the Administration and that the comments of the Committee would be appreciated. He thought there were two Eskimos in universities in addition to a few Indians. In succeeding years, he said, a greater number of Indians and Eskimos will graduate from the territorial school system and will benefit from the program.

Mr. Simpson reported that the average grant for transportation, tuition and books was approximately \$800 and that the loans made to date were for an approximate average of \$450.

Report of Committee

The Committee rose and the Chairman, Mr. Kaeser, reported to Council that Bill 3 - An Ordinance to Authorize Additional Expenditures

for the Fiscal Year Ending the 31st day of March, 1964, and Sessional Paper Nos. 4 and 6 had been approved by the Committee. In addition, the Committee wished to express its appreciation to Mr. Goodall for his report on conditions in his constituency. The Committee also noted the C.B.C.'s planned broadcast on the Administration of the North and suggested that public announcement of the series be made well in advance. The Committee also recommended that the C.B.C. look into the possibility of repeating each broadcast twice.

Reference for Advice - Timing of Territorial Elections

Council resolved itself into Committee of the Whole to consider the Reference for Advice on the timing of territorial elections. Mr. Jones in the chair.

The Chairman said: "It would be agreeable to spend a moment or two quietly either reading it or re-reading it. The remarks of the Commissioner in his Opening Address are fairly complete and anything missed in the Opening Address is contained in the Reference for Advice. I was wondering, Mr. Commissioner, if you or Mr. Deputy Commissioner want to read off anything in addition to what is now before the Committee."

Mr. Sivertz replied: "Thank you, Mr. Chairman. We are in session here at this time to my surprise. I had expected Bills C-83 and C-84 to have passed in accordance with the Speech from the Throne that announced the intention of the government to do that. Had this occurred then the January Session could have been used for the accomplishment of two pieces of legislation that would have been necessary. Since these Bills have not passed, this Council does not continue to exist after tomorrow at midnight. Had the Bills passed, Bill C-84 would have extended the life of this Council. It, therefore, became necessary for me to think about the responsibility that I carry for calling an election in proper time to provide the Northwest Territories with a Council at all times. In normal circumstances this would mean an election previous to the present time or about not later than now. Since Council expires on the 21st of November my justification for not calling such an election was the expectation that the Bills would pass Parliament. It is now likely that the Bills will not pass and, therefore, I must call an election or provide for some means of continuing the functions of the government and the Council. These are separate; the functions of government alone may be carried on provided funds are voted. The legislative functions are separate. In deciding what to do about this I particularly need the advice of the elected members of Council and of preferably the entire Council. Accordingly, this Reference for Advice is before you and I would greatly appreciate this Council saying whether either of the courses that I have suggested here is, in their opinion, the best, or alternatively if there is still another course that they would advise me to take. I have outlined what I conceive to be the only two practical measures in the circumstances and I have indicated that in my opinion one of them is the better. I shall be glad to elaborate on the reasons over and above the reasons given in this paper if you wish. I shall be glad to hear from members who wish to offer comment on the subject."

Mr. Goodall asked: "Mr. Chairman, in the event of an election for Council being held how long would the life of that Council be?"

Mr. Brown replied. He said: "I take it Mr. Goodall is referring to the next Council. Under the present Northwest Territories Act this Council would be in being for a period of three years. The only intervention of that would be the result of federal legislation which, if and when it is passed, may change the term of office."

Mr. Goodall: "Did I understand you to say 'may'?"

Mr. Brown: "It may or may not - I can't answer."

The Chairman: "If an election is suggested by the Commissioner, how long would the life of Council be? The regular three-year term unless Bill C-84 and Bill C-83 were passed?"

Mr. Brown: "That is correct."

Mr. Lang: "It seems to me that the most sensible solution to that would be to call an election and then leave it up to the Council to decide on the date but the latter part of March seems suitable to me. In my opinion that would be the best course to follow."

The Chairman: "You favour the first course?"

Mr. Lang: "Yes."

Mr. Kaeser: "I do the same."

The Chairman: "You would recommend proceeding with the course outlined in course one."

Mr. Goodall: "I concur with that too, Mr. Chairman."

Mr. Gall: "No comment."

Mr. Smith: "It's not that I have not thought about this, Mr. Chairman, that I am hesitating to speak. I have talked rather a lot this 2-day session and I think this is largely a matter for the elected members to express themselves on and give us their advice. Since you ask me I do not hesitate further than I have already to say that I share the recommendation which is really implicit in the statements that the Commissioner has made in this paper. I not only share it but I don't think there is any other course."

Mr. Brown explained the election time-table: "I might state for the information of Council that as a result of discussion with the Chief Electoral Officer in respect to a territorial election in the Territories, the Chief Electoral Officer informs me that he will be able to hold an election about the end of March - somewhere around that time - it is highly unlikely that he could organize it for much before that time. We have had in mind that that would be the earliest that an election could be organized and held. We also have in mind the fact that it requires a routine 60 days. So the call for an election need not take place earlier than January. It will not be possible to call the newly elected Council into session before the end of March in these circumstances because it will take anywhere from a month to two months to get the final return of the writs in to the Chief Electoral Officer. Past experience has demonstrated this is so and the Council, therefore, must look forward to the administration of territorial affairs at least for two or three months without the direction and approval of a council. For this purpose I propose, if this Council accepts this recommendation or makes any other recommendation to the Commissioner, to ask permission to introduce another bill to provide for funds under which the Commissioner may carry on the normal operations of territorial government until such time as the new Council may be called into session.

Mr. Smith spoke: "May I add one thought that may be relevant here? The Commissioner has pointed out that he had called this session because he had no alternative. He was faced at least with the possibility of there being a vacuum in the government. In my view, as I mentioned the other day, he was in a position where he could not risk that. It may be that there will not be this vacuum. It was not his privilege to risk that. The step he is now recommending I do not think could fairly be interpreted as an overt or impulsive or compulsive action on Parliament as such. If we were to decide this in the light of his recommendation

today this Council would not, in fact, be placing upon the Northwest Territories the burden of an election in March to be followed conceivably three months later - six months later - some time later - by another election. That does not automatically follow from the step we would be taking. We would be still leaving until the middle of January to the federal Parliament to go about its business and decide, if it chose to, to pass the legislation before it, so that the federal Parliament will really be the body that will determine whether there would be elections in the North this summer. I think that should be made very clear. We are not the body determining that - all we are determining here is that in the event of Parliament deciding to postpone or further put off action on the Bills, then we at least have looked after our responsibilities and seen to it that the North may continue to be governed. It seems to me, but I am not sure about this, that not only are we giving Parliament that period until January 15 - for that is the time when the Chief Electoral Officer would want to send out his writs - but I gather we could, in effect, be giving them more time because, if for argument's sake, they decide on February 1 or February 15 or had decided by then that the Bills before them were satisfactory, it is within their authority, I gather, to slightly amend the Bill so that any election which had been called in mid-January to be held in March could be declared null and void. In that case they would be having, conceivably, up until the middle of February. I for one, while I feel it is rather preposterous that the North, with all the safeguards we talk about, should have two elections imposed upon it in the space of three months or six months, do not feel that that would be any of this Council's doing. Therefore, I have no hesitation in supporting fully the Commissioner's recommendation that we get on with the job of assuring that government will be provided."

The Chairman: "Thank you, Mr. Smith. Do you, Mr. Commissioner, wish to clarify the query Mr. Smith made?"

Mr. Sivertz: "The Legal Adviser is here, Mr. Chairman, and perhaps he is a better source of information on that."

Mr. Olson: "It would be open to Parliament to make whatever disposition of that election they wished."

Mr. Sivertz spoke: "In placing before Council this Reference for Advice and accompanying it with a recommendation, I do not wish Council to feel that I have asked for their decision to be one particular way and not another. I want Council to be conscious of the fact that I do think I know what is the best way but I do want to be guided by the advice of Council on this. I don't want merely to throw the problem to Council and say I do not know what to do. I believe that I do know. But I believe there are important aspects of this that should be laid before Council with an opportunity for the expression of Council members' opinions. I point out that it would have been open to me to call this election which I recommend without calling this session of Council. This would not, however, have been an entirely prudent course for the reason that Mr. Brown has alluded to. That is, that if an election is called now and cannot be held until late March, and this is the limitation under which the Chief Electoral Officer has to work, we then are close to the 1st of April, the beginning of the new fiscal year and we have obligations to carry on the business of government as of that date. It is out of the question to expect that a new Council can have been selected by the voters and come into existence and meet within the first two or three weeks of April. It is necessary to assume that a month will go by and possibly, in unusual circumstances, as much as two months before the writs are returned and Council can legally sit. In consequence it was my clear duty, I think, to provide for the passage of the Supplementary Appropriations Ordinance which was given second reading earlier today and also, if Council does not have other views on this Reference for Advice, I wish to ask Council to consider a bill which will empower the Commissioner to carry on the business of

governing and have the funds to do that for a period that I regard as satisfactory - if it is for two months' duration, approximately one-sixth of the appropriations which would normally have been in the 1964-65 Appropriations Ordinance. These are the funds needed for the first two months in the fiscal year. This means something like one-sixth but it means a little more than that as there are grants items required in full on the opening day of the fiscal year. This is what I must do if I am to be prudent about being able to provide now for a situation that I cannot provide for after tomorrow or that Council cannot provide for after tomorrow. A situation which I think I shall face on the 1st of April next."

The Chairman: "Does anyone else wish to speak on this Reference for Advice? I take it that the opinion of the Council is that I report to the Commissioner their concurrence?"

Mr. Smith: "I would like to ask the Commissioner either now or maybe he would prefer it later, a question on the matter of financing, but possibly it would be better now to report this territorial part and we can discuss the financing in the next stage."

Mr. Sivertz: "I would like to ask the advice of the Deputy Commissioner on procedure."

Mr. Brown: "Depending on the decision of this Council it would be necessary to introduce a bill to be passed by this Council at which time I would think that the question Mr. Smith has in mind could properly be raised."

Mr. Smith: "It would come up more properly under the second part."

Mr. Sivertz: "If the Council were to advise, and I accept the advice, to call an election, not next March but next June, I would then have to ask for six months - and I would be reluctant to do that."

Mr. Brown: "On the circumstances in which this Committee may recommend a supply bill to cover two months' operations, I will speak when that bill is introduced. I wish to make a different recommendation to this Council. Not that I am opposed to that recommendation but I wish to extend it to at least three months. I think the Commissioner is much too modest in his request to this Council for two months. There are too many positions in which we could find ourselves where more funds would be required."

Mr. Smith: "That makes anything I had to say quite unnecessary. I would like to have some assurance from the Commissioner that he thinks two months is adequate. But I think the second stage of our discussion during the bill will deal with this."

The Chairman: "Has the Legal Adviser any comment?"

Mr. Olson: "One comment. I think you should settle this matter of two or three months in this Committee because if you do not the result will be a bill for a certain amount - one-sixth - will be introduced. If you then decide to raise it you will have to have a third bill."

Mr. Brown: "I have an answer to the legal opinion. The bill will be presented to Council to cover the next six months. It will be a case of how much you want to reduce it."

The Chairman: "I take it it is the wish of the Committee for me to advise the Commissioner that they are in agreement with the recommendation that he call an election immediately to take place the latter part of March?"

Mr. Lang: "I would rather say the first week of April than the latter part of March. I am sure that some of these northern Indians will not be in."

Mr. Sivertz: "Easter Sunday is the 29th of March."

Mr. Lang: "I would prefer to see the first week of April - they will be in for Easter and stay about a week or so. So I think for my particular constituency and the conditions existing there I would prefer to see it as soon as possible after Easter."

Mr. Kaeser: "Mr. Lang has a very good thought there. We have a few trappers too. We do not want to see them in a week before."

Mr. Lang: "You would be assured of the biggest attendance possibly after Easter."

Mr. Brown: "The Honourable Members from the North are much better acquainted with weather conditions in the North than I am. However, in the short period of time I spent there it seemed to me that the further you go after the end of March the more you get into that period of time when weather conditions do seem to interfere with normal plane service with skis, pontoons, and so on. From the middle of April until the beginning of June there is a slush condition. I suggest the Council seriously consider holding this election at the earliest possible date, not the latest possible date. I realize Mr. Lang has a very good point in respect to the trappers and the hunters who are out in the bush and who usually come in about Easter time. Easter Sunday being the 29th of March this year, I wonder if he would not expect most of them, if not all, perhaps all if they knew about the election, to be in by the 23rd of March which is only a few days before Easter."

Mr. Lang: "If they come in at that time they will be broke by the time Easter comes along and some won't be able to stay. Some will not come in."

Mr. Brown: "I don't think it's of major concern to the Council if the day of the election is Monday, Tuesday or Wednesday. It is normally on a Monday. I think it is a question of this Council leaving it to the Commissioner to determine the exact date because this is a practical matter between the Administration and the Chief Electoral Officer. Mr. Lang is quite proper in raising this point of whether it should be the last half of March or the first part of April. I would suggest we should not worry ourselves whether it is the 1st or 5th of April."

Mr. Lang: "It would be better to have it as soon as possible after Easter rather than before Easter."

The Chairman: "Are there any restrictions as to holding an election on a public holiday? Easter Monday would be the 30th."

Mr. Smith: "I think that is unnecessarily asking for trouble."

Mr. Brown: "As a matter of policy they avoid a religious season."

Mr. Sivertz: "I think the Legal Adviser has gone to make certain."

Mr. Brown: "If Council and members favour, leave it to the Commissioner to carry it out legally and according to the spirit of the recommendation. Mr. Lang suggested after Easter and I am wondering whether the other members of the Territorial Council from the Mackenzie have any views as to whether it should be after or before."

Mr. Goodall: "I think Mr. Lang has a point. It should be the first Monday after Easter Monday - that would be the 6th of April."

Mr. Lang: "That would be not too bad."

Mr. Olson: "Mr. Castonguay tells me that under the statute the election must be on a Monday except when the Monday is a statutory holiday when it can be the following Tuesday."

Mr. Lang: "That would be ideal - Tuesday the 31st of March."

Mr. Brown: "This is probably the best compromise you can get between late March and early April."

Report of Committee

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

"Mr. Commissioner: The Committee, at your request, has given some study to the timing of a territorial election and are recommending that a course of action as outlined in your reference paper for the calling of an immediate election has their endorsement, with the exception that in the fourth line of the 5th paragraph which now reads, "in the latter part of March" - that should read, if at all possible, "the 31st of March", the day following Easter Monday."

The Commissioner: "Thank you, Mr. Jones."

The Commissioner asked that he be allowed to supplement his Opening Address and informed Council that Bill 4, An Ordinance to Provide for Expenditures for the First Portion of 1964-65 would be placed before Council.

Bill 4 - An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th Day of September, 1964.

Moved by Mr. Brown, seconded by Mr. Lang, that Bill 4, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th Day of September, 1964, be read the first time.

Moved by Mr. Brown, seconded by Mr. Gall, that Bill 4, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th Day of September, 1964, be read a second time.

Council resolved itself into Committee of the Whole, Mr. Kaeser in the chair, to consider Bill 4.

Mr. Brown stated that Council was faced with the fact that the Administration would be entering the 1964-65 fiscal year without authorized and voted appropriations. He pointed out that there was no way in which the Commissioner could carry out the operations of the Government. He explained that the Schedule attached to the Bill was based on the 1963-64 Estimates which had already been approved by Council but that these did not include the items approved under Bill 3 at this Session. He said that, generally, each item in the Schedule was based on 50% of the 1963-64 amounts but that in some instances, a higher percentage was required in the early part of the year and that this was clearly indicated in the Schedule. He added that it was also provided that the Ordinance would come into force on a day fixed by the Commissioner in case the usual Appropriation Ordinance could be passed before April 1, 1964.

Mr. Jones understood that when the Administration was asking for money, it was a principle to allow full discussions on the matter. He wondered if it was not a bit presumptuous for the Administration to ask more than three months' Supply and recommended that the appropriation be cut in half.

Mr. Sivertz agreed with Mr. Jones and added that he did not believe that the Committee should propose that funds be provided for any longer period than necessary, but that in any case this should not extend to more than three months.

Mr. Brown replied that he had no concrete reasons why the Administration should ask for more than three months but that he knew from experience that normally six to seven weeks were required for the return of the writ of elections for members of Council.

Mr. Lang agreed that no meeting of the Council could be held during the month of May because of numerous weather difficulties which could be encountered. Therefore, he said, a Council meeting should be held either in April or June. In order to be safe, he added, the Bill should provide for at least three months.

Mr. Smith stated that he would like to hold out for a six month Appropriations and that because of unknown factors and emergencies which could arise, he did not see how the Administration could operate otherwise.

Mr. Smith said he was sorry that Mr. Brown had withdrawn his support in trying to obtain appropriations for a six month period. He agreed that in normal circumstances, the impropriety of voting more than two months' funds was unquestioned. However, he said, these circumstances were not normal but were rather abnormal. He reminded the Committee that, as they already knew, the division of the Territories was dependent upon action by the Canadian Parliament and that many matters such as long discussions of the disposition of the Islands off the Quebec coast, a general election and many other matters could defer consideration of division by Parliament. Parliament, he said, gives no advance notice of the business they intend to deal with. We can assume nothing, he said, and emphasized the general picture of uncertainty which required that the Territorial Government have some form of insurance. We must avoid, he said, allowing ourselves to run short of funds. The first meetings of the Councils of the new Territories may be a long way off and it would be a great pity if it were necessary to rush these first meetings without proper decorum, dignity, and appropriate celebrations. We would be delighted, he said, if the legislation to divide the Northwest Territories were passed by Parliament before March 1st or even before June 1st. He did not feel, he said, that in presenting an appropriations bill for a six months' period the Commissioner would really be asking for appropriations for six months but would instead be taking out adequate insurance in case of an emergency. In the event of an emergency, he continued, it would be necessary to ensure continuing financial well-being without having to resort to unduly rushed sessions. He strongly supported, he said, the approval of an appropriations bill covering six months.

Mr. Lang emphasized the impossibility of an elected representative from the Mackenzie Delta being able to attend a Council Session in June. The month of June, he said, marked the end of the ratting season and assuming that the next elected representative will be involved in some way or other in business in the Delta area, his business commitments would make it absolutely essential for him to remain in the Delta at that time. He felt that it could be absolutely necessary to obtain sufficient funds to continue operation of the Territorial Government for a minimum of four months and he added that he was inclined to agree with Mr. Smith that some reserve should be obtained for emergencies.

Mr. Sivertz agreed that certainly there are unknowns in every situation. A Council Session could have been called, he said, for early May. However, the election date of March 31st will make it impossible to convene a session before late May at which time travel would be impossible. He was persuaded by these factors to agree to the provision of appropriations sufficient for three months. Mr. Lang's comments, he

said, persuaded him to agree to the provision of four months' appropriations but no more, as we can be certain of a July session. The new Council can expect to be called into session at the earliest possible date to vote appropriations. With all due respect, he was reluctant to submit himself and this Council to the possible accusations of unsupervised spending over an unnecessarily long period which might be made if appropriations covering a six month period were passed at this time.

Mr. Brown stated that he had the greatest of respect for the Commissioner's knowledge and experience and would usually be quite prepared to bow to him but not in this case. There were, he pointed out, many unknowns over which Council could have little control. He referred to the difficulties which would have been encountered at the time of the Hay River and Fort Simpson floods, if Council had not been in existence at that time. He reminded the Committee that the Territorial Government had no procedure equivalent to a Governor General's Warrant. He continued that in his estimation it was the Council and not the Commissioner who might be open to criticism as a result of the passage of an appropriations bill providing funds for six months' operations. He expressed himself strongly in favour of appropriating funds to cover six months' operation.

Mr. Lang also expressed himself in favour of voting funds to cover a six month period and reminded the Committee that May is an extremely poor month for travel in the North.

Mr. Smith assured the Committee that he did not wish in any way to weaken Mr. Brown's argument. However, he went on to explain, a new Council elected in March might easily have a feeling of insecurity or impotence because it may, quite likely, be replaced shortly. Parliament, he said, is inclined to move legislation along more quickly in May and June, a fact which may result in the passage of the Bills to divide the Northwest Territories not passed earlier in the year. Mr. Smith reaffirmed his support of the need for appropriations to cover a six month period.

Mr. Gall agreed that funds were definitely required in case of an emergency. The fact that the new Council would probably be incapable of voting appropriations until the end of May might easily work a hardship on the people of the Territories. He agreed with Mr. Smith's suggestion that a Council elected in March might last for as little as two months and continued that he, knowing the Commissioner as he did, would have no qualms, nor should his successor, in voting in favour of appropriations to cover a six month period.

Mr. Goodall expressed himself in favour of the provision of appropriations for a six month period.

Mr. Jones said that he was trying to keep an open mind but that he could not consider six months as a reasonable period for this Council to vote appropriations. He regarded three months as the absolute maximum for which this Council could vote funds. He was concerned about the attitude towards the Council which might be taken by the people of the North. He also asked the Committee what right it had to take the responsibility of voting appropriations away from the new Council or Councils. The Committee, in his view, was on sound ground only if it decided to vote funds so that the Administration could carry on efficiently until the establishment of the new Council or Councils.

Mr. Smith defined emergency as any unforeseeable event. He did not expect any natural disasters such as had occurred last year but perhaps, instead, a dragging on and on of the consideration of the legislation to establish the two new Territories. He said he fully appreciated the orthodoxy of Colonel Jones' feelings and he did not believe people cared a hoot about procedures provided they were democratic. Of course, on the other hand, he said, the people of the North will be highly concerned

if as a result of delays and so forth, government employees are unpaid or it becomes necessary to conduct frantic last minute elections next summer to set up new Councils and to pass an appropriations bill before existing funds are exhausted. He concluded his remarks by stating that he had laid his cards on the table, he had shot his puck, and felt that Council could not do with less than sufficient appropriations to provide for six months' operation.

Mr. Lang stated that perhaps it would be possible to get by with appropriations for a four month period and that just because sufficient funds have been provided for six months' operation, it is not necessary to spend them. He felt that the people of the North would not object to the provision of sufficient funds for six months' operation but most certainly would object if there were insufficient funds to meet the payroll. He expressed himself in favour of providing appropriations for a six month period.

Mr. Brown reminded the Committee that in 1960, elections were held on September 19th and that the writs of election were returned on November 21st and December 2nd with regard to two of the constituencies. This information, he said, should illustrate the possible delays for which we must make allowances. The unforeseen, he said, are the occurrence and not the occasion.

Mr. Sivertz suggested that there must be some legislation analogous to this situation and that perhaps the Legal Adviser could inform the Committee.

The Legal Adviser stated that in this case interim supply would be covered by an appropriations bill and the territorial accounts would be laid before Council on completion of the fiscal year. These measures, he said, would provide the necessary protection.

Mr. Jones referred to this situation as one of impropriety when the existing Council was voting funds although it would be unable to supervise the expenditures and at the same time was tying the hands of the new Council in regard to managing the expenditure of those funds.

The Legal Adviser suggested that this Council could lay down as the first item of business at the first session of the new Council the examination of the budget.

Mr. Brown explained to the Committee that the appropriations had been presented in their present form because it would have been impossible to do otherwise. He said that a full budget would be presented to the new Council at its first session for examination.

Mr. Sivertz said that earlier he did not want fiscal supply to extend beyond the absolute minimum period necessary and that he had been persuaded to amend his original thought of two months to four months. He was now persuaded of the need for a larger sum but not on the basis of a longer period than four months. He stated that funds for an additional length of time were not a necessity although an increased amount might be. However, he agreed that perhaps a sum calculated to be sufficient to cover a six month period is the easiest method of obtaining the necessary amount.

Mr. Jones stated that he would agree to this.

Mr. Smith asked if the Commissioner would now agree to providing sufficient funds for six months' operation.

Mr. Sivertz informed the Committee that his principal concern was with the propriety of procedures and the provision of adequate funds in the appropriate form and for this purpose he would agree to providing six months' appropriations.

The Committee agreed. The Committee then agreed to an item by item consideration of the Schedule to Bill 4, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th day of September, 1964.

Item 1 to 3 - Agreed to.

Mr. Smith enquired, with reference to Item 2 of the Schedule, if there was some form of emergency fund available in case of an epidemic. He noted that only \$1,000 was provided in this Item for epidemic control.

Mr. Brown replied that in case of an emergency, funds could be provided by means of a transfer between allotments. He added that in addition, a \$100,000 contingency vote had been established this year to provide for emergencies.

Item 4 - Agreed to.

Item 5

Mr. Gall informed the Committee that the road between the Town of Yellowknife and the Giant Mine was again in poor condition. Sanding of the road had been carried out by the Municipality and an enquiry regarding plans for repair of the road had been sent to Fort Smith but no reply had been received to date.

Mr. Brown stated that it was his understanding that the responsibility for the upkeep of this road had been turned over to the Municipality.

Mr. Gall stated that this was not the case, that the responsibility for maintenance of this road still remained with the Administration at Fort Smith.

Mr. Smith referred to this question as the type of situation which must be pursued with vigour even in the absence of a Council. The people of the Territories must not be allowed to think that a vacuum has occurred during the absence of a Council because of inaction on such matters.

Mr. Sivertz stated that this road was very much of a problem and that it was looked after by the Engineering Division. He pointed out that continual trouble had been experienced with it and that he would take the question up vigourously. However, he cautioned, he could promise nothing until next Spring.

Item 5 - Agreed to.

Item 6

The Chairman confirmed for Mr. Gall that the assistance available under the Trappers' Assistance Program is applicable throughout the Northwest Territories.

Mr. Sivertz queried the amount provided in Item 6 for the Anthrax Program in view of the amount provided in supplementary appropriations last year.

Mr. Brown explained that that amount had been of a non-continuing nature and underlined the existence now of a contingency vote for emergency situations. He said that the items included in these appropriations were for programs of an approved and continuing nature and that the amounts were based on previous experience.

Item 6 - Agreed to.

Item 7

Mr. Brown explained, for the benefit of Mr. Gall, that the Northwest Territories Safety Council was an organization interested in mining safety. In response to a question from Mr. Lang, Mr. Brown explained that these appropriations do not cover any specific program and that specific details will be included in the Main Appropriations for 1964-65 when presented to the new Council or Councils.

Item 7 - Agreed to.

Items 8 to 10 - Agreed to.

Item 11

Mr. Brown explained to the Committee that it had been necessary, in the Capital Account, to provide in many cases the full amount as this was often required before a contract could be entered into.

Mr. Smith enquired, with reference to Allotment 5011, about the sufficiency of the amount of loans to Hay River.

Mr. Brown stated that this was a revote of funds, not used last year, for the purchase of a fire truck. Additional funds to provide for operating expenses would be made available under Item 5.

Mr. Sivertz referred to the problems which had arisen last year because Council had not authorized the Commissioner to enter into an agreement on behalf of the Government of the Northwest Territories to borrow a sum of \$500,000 from the Government of Canada with regard to developments at Hay River.

Mr. Brown stated that funds requested in Allotment 5012 represents the balance of the amount which the Commissioner has been authorized to borrow.

Item 11 - Agreed to.

Items 12 and 13 - Agreed to.

The Committee then considered Bill 4, clause by clause.

Clauses 1 to 4 - Agreed to.

Clause 5

Mr. Smith enquired about the amendment which had been suggested to ensure that debate of the appropriations for 1964-65 became the first item of business at the first session of the new Council or Councils.

The Legal Adviser informed the Committee of the normal order of business and said that he felt that ensuring debate at the first opportunity was the only method of achieving this purpose.

Mr. Smith stressed that, psychologically speaking, a move to ensure that the 1964-65 Main Appropriations were considered at the first possible opportunity would indicate to the new Council the awareness of this Council of the importance of the unusual measures which they had taken with regard to voting of appropriations.

Mr. Brown felt that this Council could not impose changed rules upon a new Council.

Mr. Gall stated that he could not see the importance of establishing a changed order of debate by consideration of the 1964-65 Appropriations by the new Council or Councils once they had already been voted upon.

Clause 5 - Agreed to.

Clause 6 - Agreed to.

Report of Committee

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

"Mr. Commissioner: Your Committee considered Bill 4, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th day of September, 1964, and accepted it as read."

Third Reading of Bills

On a motion by Mr. Brown, seconded by Mr. Goodall, Bill 1, An Ordinance Respecting the Training of Apprentices, was read the third time and passed.

On a motion by Mr. Brown, seconded by Mr. Lang, Bill 2, An Ordinance to Amend the Game Ordinance was read the third time and passed.

On a motion by Mr. Brown, seconded by Mr. Jones, Bill 3, An Ordinance Respecting Additional 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.

On a motion by Mr. Brown, seconded by Mr. Goodall, Bill 4, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Period Ending the 30th day of September, 1964, was read the third time and passed.

Assent

The Commissioner assented to Bills 1, 2, 3 and 4 as passed by Council.

Mr. Smith moved that the rules of the Council of the Northwest Territories be amended by adding after Item 3 of subsection (1) of Section 4 thereof, the following new item:

"3A. A Motion to resolve into Committee of the Whole to consider in detail the Schedule to Chapter 5 of the Ordinances of the Northwest Territories, 1963, 3rd Session."

Mr. Goodall seconded the motion.

The Commissioner expressed his satisfaction with the motion.

Mr. Brown explained that he did not wish to take up the time of the Council at this point but questioned the practicability of such a motion since no detail is contained in the Schedule but will have to be included in the 1964-65 Main Appropriations and, therefore, this motion will merely ensure the questioning of the propriety of this procedure.

The vote was taken with the following result:

5 in favour
2 against

Carried.

The Commissioner expressed his thanks to the elected and the appointed members for their attendance at this emergency Session of the Council of the Northwest Territories on such short notice. He also noted the presence of visitors and of the members of the press who had reported the activities of the Council with accuracy and interest. The Commissioner said it was with pleasure he noticed the presence of Sergeant R.D. Van Norman of the R.C.M. Police who had acted as Mace Bearer. He pointed out that whereas it was common practice for a Constable to be assigned to this duty, he regarded it as an honour that one of the more outstanding senior N.C.O.'s of "G" Division, the Northern Division of the R.C.M. Police, had been assigned to this duty.

Prorogation

The Commissioner declared the Twenty-Sixth Session of the Council of the Northwest Territories prorogued.



NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 2, 1963 (Third Session)

ORDERS AND REGULATIONS TO BE TABLED AT
THE THIRD SESSION, 1963, OF THE
COUNCIL OF THE NORTHWEST TERRITORIES

1. Evidence Ordinance - Appointment No. 115-63 dated July 2, 1963 - Appointing Annette Schalburg a Commissioner for Oaths.
2. Child Welfare Ordinance - Appointment No. 116-63 dated July 2, 1963 - Appointing Annette Schalburg to assist the Superintendent of Child Welfare.
3. Vital Statistics Ordinance - Appointment No. 117-63 dated July 3, 1963 - Appointing Charles Patrick Byrne, Deputy Registrar General of Vital Statistics vice R.A. Leamy.
4. Evidence Ordinance - Appointment No. 118-63, dated July 3, 1963 - Appointing Arthur Leo Look a Commissioner for Oaths.
5. Coroners Ordinance - Order No. 119-63, dated July 23, 1963 - Revoking the appointment of P.A. Payne as a Coroner.
6. Motor Vehicles Ordinance - Order No. 120-63, dated July 29, 1963 - Authorizing the Area Administrator at Baker Lake to erect signs or post notices showing the rate of speed at which a motor vehicle may be operated.
7. Evidence Ordinance - Order No. 121-63, dated July 25, 1963 - Revoking the appointment of W. Firth as a Commissioner for Oaths.
8. Dog Ordinance - Order No. 122-63, dated July 25, 1963 - Revoking the appointment of W. Firth as a Dog Officer.
9. Game Ordinance - Order No. 123-63, dated July 25, 1963 - Revoking the appointment of W. Firth as a Game Officer.
10. Fur Export Ordinance - Order No. 124-63, dated July 25, 1963 - Revoking the appointment of W. Firth as a Permit Officer.
11. Fur Export Ordinance - Order No. 125-63, dated July 25, 1963 - Revoking the appointment of O. Watsyk as a Permit Officer.
12. Municipal Ordinance - Order No. 126-63, dated July 19, 1963 - Amending the boundaries of the Town of Hay River.
13. Liquor Ordinance - Order No. 127-63, dated July 11, 1963 - Amending the Liquor Licence Regulations.
14. Vital Statistics Ordinance - Appointment No. 128-63, dated July 25, 1963 - Appointing Robert Andrew Leamy, Deputy Registrar General of Vital Statistics vice C.P. Byrne.
15. Evidence Ordinance - Appointment No. 129-63, dated August 12, 1963 - Appointing Charles Edward McKee a Notary Public.
16. Evidence Ordinance - Appointment No. 130-63, dated August 12, 1963 - Appointing John Havelock Parker a Commissioner for Oaths.
17. Forest Protection Ordinance - Appointment No. 131-63, dated August 15, 1963 - Appointing Emil Eyford a Forest Officer vice V. Stevens.

18. Dog Ordinance - Appointment No. 132-63, dated August 8, 1963 - Appointing Lyle Bligh a Dog Officer.
19. Dog Ordinance - Appointment No. 133-63, dated August 8, 1963 - Appointing Edward B. Kearney a Dog Officer.
20. Steam Boilers Ordinance - Appointment No. 134-63, dated August 7, 1963 - Appointing Edwin Stones a Boiler Inspector.
21. Steam Boilers Ordinance - Appointment No. 135-63, dated August 7, 1963 - Appointing George G. Lee a Boiler Inspector.
22. Coroners Ordinance - Order No. 136-63, dated August 19, 1963 - Revoking the appointment of C.R. Doey as a Coroner.
23. Evidence Ordinance - Order No. 137-63, dated August 19, 1963 - Revoking the appointment of E.E. Jones as a Notary Public.
24. Workmen's Compensation Ordinance - Order No. 138-63, dated August 14, 1963 - Exempting Texas Gulf Sulphur Company from the application of the Ordinance.
25. Game Ordinance - Order No. 139-63, dated August 7, 1963 - Amending the Game Regulations.
26. Marriage Ordinance - Appointment No. 140-63, dated August 21, 1963 - Appointing Reverend Howard Waring Bracewell an Issuer of Marriage Licences.
27. Marriage Ordinance - Appointment No. 141-63, dated August 21, 1963 - Appointing Reverend Douglas Arnold Bruse Stanley an Issuer of Marriage Licences.
28. Marriage Ordinance - Appointment No. 142-63, dated August 16, 1963 - appointing Reverend Ben S. Hall an Issuer of Marriage Licences.
29. Evidence Ordinance - Appointment No. 143-63, dated August 26, 1963 - Appointing Thomas Kieran Robson a Commissioner for Oaths.
30. Coroners Ordinance - Appointment No. 144-63, dated August 20, 1963 - Appointing John Turquand McCollum a Coroner.
31. Area Development Ordinance - Order No. 145-63, dated August 28, 1963 - Amending the Fort Simpson Development Area Regulations.
32. Area Development Ordinance - Order No. 146-63, dated September 13, 1963 - Establishing the Norman Wells Development Area.
33. Area Development Ordinance - Appointment No. 147-63, dated September 13, 1963 - Appointing Robert Douglas an Area Development Officer.
34. Game Ordinance - Order No. 148-63, dated August 20, 1963 - Prohibiting the hunting of bison in a prescribed area.
35. Fur Export Ordinance - Appointment No. 149-63, dated August 26, 1963 - Appointing Thomas Kieran Robson a Permit Officer.
36. Coroners Ordinance - Order No. 150-63, dated August 30, 1963 - Revoking the appointment of ten (10) coroners.
37. Evidence Ordinance - Order No. 151-63, dated August 30, 1963 - Revoking the appointment of G. Abraham as a Notary Public.
38. Evidence Ordinance - Order No. 152-63, dated August 30, 1963 - Revoking the appointment of J.G. McGilp as a Commissioner for Oaths.
39. Workmen's Compensation Ordinance - Order No. 153-63, dated August 30, 1963 - Exempting Roberts Mining Company from the application of the Ordinance.

40. Dog Ordinance - Order No. 154-63, dated September 5, 1963 - Revoking the appointment of three (3) Dog Officers.
41. Fur Export Ordinance - Order No. 155-63, dated September 5, 1963 - Revoking the appointment of three (3) Permit Officers.
42. Game Ordinance - Order No. 156-63, dated September 5, 1963 - Revoking the appointment of three (3) Game Officers.
43. Marriage Ordinance - Order No. 157-63, dated September 5, 1963 - Revoking the appointment of six (6) Issuers of Marriage Licences.
44. Child Welfare Ordinance - Appointment No. 158-63, dated September 18, 1963 - Appointing Lyla Vivian Bratt to assist the Superintendent of Child Welfare.
45. Public Health Ordinance - Order No. 159-63, dated September 6, 1963 - Revoking the appointment of four (4) Medical Health Officers.
46. Public Health Ordinance - Order No. 160-63, dated September 9, 1963 - Appointing Dr. Gordon C. Butler, Chief Medical Health Officer in place of Dr. J.S. Willis.
47. Workmen's Compensation Ordinance - Order No. 161-63, dated September 16, 1963 - Revoking the appointment of nine (9) Deputy Inspectors of Explosives Regulations.
48. Evidence Ordinance - Appointment No. 162-63, dated August 30, 1963 - Appointing Robert Douglas, a Commissioner for Oaths.
49. Coroners Ordinance - Appointment No. 163-63, dated September 6, 1963 - Appointing Archibald Frederick Flucke a Coroner.
50. Coroners Ordinance - Appointment No. 164-63, dated September 6, 1963 - Appointing David Cuthbert Neve a Coroner.
51. Evidence Ordinance - Appointment No. 165-63, dated September 6, 1963 - Appointing Archibald Frederick Flucke a Commissioner for Oaths.
52. Evidence Ordinance - Appointment No. 166-63, dated September 6, 1963 - Appointing David Cuthbert Neve a Commissioner for Oaths.
53. Evidence Ordinance - Appointment No. 167-63, dated September 6, 1963 - Appointing Jacques Andre Bissonnette a Commissioner for Oaths.
54. Explosives Use Ordinance - Order No. 168-63, dated September 13, 1963 - Establishing the regulations governing the handling and use of explosives in the Territories.
55. Evidence Ordinance - Appointment No. 169-63, dated September 9, 1963 - Appointing Thomas Clair Robinson a Commissioner for Oaths.
56. Evidence Ordinance - Appointment No. 170-63, dated September 12, 1963 - Appointing Ronald Wallace Williams a Commissioner for Oaths.
57. Workmen's Compensation Ordinance - Order No. 171-63, dated September 16, 1963 - Revoking the appointment of two (2) Inspectors of Explosives Regulations.
58. Coroners Ordinance - Appointment No. 172-63, dated September 13, 1963 - Appointing James Alexander Stewart a Coroner.
59. Evidence Ordinance - Appointment No. 173-63, dated September 13, 1963 - Appointing James Alexander Stewart a Notary Public.
60. Low Cost Housing Ordinance - Order No. 174-63, dated September 12, 1963 - Amending the Low Cost Housing Loan Regulations.
61. Coroners Ordinance - Appointment No. 175-63, dated September 12, 1963 - Appointing John Russell Galbraith a Coroner.

62. Evidence Ordinance - Appointment No. 176-63, dated September 12, 1963 - Appointing John Russell Galbraith a Commissioner for Oaths.
63. Evidence Ordinance - Appointment No. 177-63, dated September 16, 1963 - Appointing Albert James Boxer a Commissioner for Oaths.
64. Evidence Ordinance - Appointment No. 178-63, dated September 16, 1963 - Appointing John Edward Mullock a Commissioner for Oaths.
65. Evidence Ordinance - Appointment No. 179-63, dated September 16, 1963 - Appointing Earl Otto Johnson a Notary Public.
66. Liquor Ordinance - Order No. 180-63, dated September 10, 1963 - Designating E. Ruth Bambrick as an Analyst.
67. Game Ordinance - Appointment No. 181-63, dated September 13, 1963 - Appointing Mrs. Jacques Van Pelt a Game Officer.
68. Game Ordinance - Appointment No. 182-63, dated September 13, 1963 - Appointing James William Bourque a Game Officer.
69. Evidence Ordinance - Appointment No. 183-63, dated September 16, 1963 - Appointing Glen Kirk Sargent a Notary Public.
70. Evidence Ordinance - Appointment No. 184-63, dated September 18, 1963 - Appointing Jean-Marie Renald Malfair a Commissioner for Oaths.
71. Evidence Ordinance - Appointment No. 185-63, dated September 18, 1963 - Appointing William James Berry a Commissioner for Oaths.
72. Dog Ordinance - Appointment No. 186-63, dated September 18, 1963 - Appointing William James Berry a Dog Officer.
73. Curfew Ordinance - Order No. 187-63, dated September 24, 1963 - Establishing the Coppermine Curfew Regulations.
74. Evidence Ordinance - Order No. 188-63, dated September 13, 1963 - Revoking the appointment of R.L. Esmonde as a Notary Public.
75. Coroners Ordinance - Order No. 189-63, dated September 13, 1963 - Revoking the appointment of R.L. Esmonde as a Coroner.
76. Corporation Securities Registration Ordinance - Appointment No. 190-63, dated September 17, 1963 - Appointing James Alexander Stewart Registrar of Corporation Securities.
77. Explosives Use Ordinance - Appointment No. 191-63, dated September 16, 1963 - Appointing Kenneth J. Christie an Inspector.
78. Explosives Use Ordinance - Appointment No. 192-63, dated September 16, 1963 - Appointing Allen T. Jordan an Inspector.
79. Explosives Use Ordinance - Appointment No. 193-63, dated September 16, 1963 - Appointing Stephen Homulos an Inspector.
80. Explosives Use Ordinance - Appointment No. 194-63, dated September 16, 1963 - Appointing Albert D. Oliver an Inspector.
81. Explosives Use Ordinance - Appointment No. 195-63, dated September 16, 1963 - Appointing Joseph L. Comeau an Inspector.
82. Explosives Use Ordinance - Appointment No. 196-63, dated September 16, 1963 - Appointing Lee B. Post a Deputy Inspector.
83. Explosives Use Ordinance - Appointment No. 197-63, dated September 16, 1963 - Appointing William J. Taylor a Deputy Inspector.
84. Explosives Use Ordinance - Appointment No. 198-63, dated September 16, 1963 - Appointing Sidney W. Hancock a Deputy Inspector.

85. Explosives Use Ordinance - Appointment No. 199-63, dated September 16, 1963 - Appointing Thomas H. Butters a Deputy Inspector.
86. Explosives Use Ordinance - Appointment No. 200-63, dated September 16, 1963 - Appointing Peter E. Murdock a Deputy Inspector.
87. Explosives Use Ordinance - Appointment No. 201-63, dated September 16, 1963 - Appointing Kenneth W. Hawkins a Deputy Inspector.
88. Explosives Use Ordinance - Appointment No. 202-63, dated September 16, 1963 - Appointing Albert M. Millican a Deputy Inspector.
89. Explosives Use Ordinance - Appointment No. 203-63, dated September 16, 1963 - Appointing David S. O'Brien a Deputy Inspector.
90. Explosives Use Ordinance - Appointment No. 204-63, dated September 16, 1963 - Appointing Bernard H.J. Thoms a Deputy Inspector.
91. Explosives Use Ordinance - Appointment No. 205-63, dated September 16, 1963 - Appointing Alfred R. Coad a Deputy Inspector.
92. Explosives Use Ordinance - Appointment No. 206-63, dated September 16, 1963 - Appointing Murray Watts a Deputy Inspector.
93. Local Improvement District Ordinance - Appointment No. 207-63, dated September 17, 1963 - Appointing Samuel Allan Haswell Dodds Administrator of the Local Improvement District of Fort Smith in place of W.J. Taylor.
94. Evidence Ordinance - Appointment No. 208-63, dated September 18, 1963 - Appointing Lyla Vivian Bratt a Commissioner for Oaths.
95. Marriage Ordinance - Appointment No. 209-63, dated September 19, 1963 - Appointing Reverend Alan Whitton an Issuer of Marriage Licences.
96. Marriage Ordinance - Appointment No. 210-63, dated September 19, 1963 - Appointing Reverend Donald Thomas Frederick Wootten an Issuer of Marriage Licences.
97. Coroners Ordinance - Appointment No. 211-63, dated September 19, 1963 - Appointing Joseph Marcel Dhont a Coroner.
98. Area Development Ordinance - Appointment No. 212-63, dated September 23, 1963 - Appointing Charles Edward McKee as the Frobisher Bay Development Officer in place of R.J. Orange.
99. Child Welfare Ordinance - Appointment No. 213-63, dated September 24, 1963 - Appointing Olive Lilian Chesworth an Assistant to the Superintendent of Child Welfare.
100. Evidence Ordinance - Appointment No. 214-63, dated September 24, 1963 - Appointing Olive Lilian Chesworth a Commissioner for Oaths.
101. Fire Prevention Ordinance - Order No. 215-63, dated September 26, 1963 - Revoking the appointments of twenty-one (21) Local Assistants to the Fire Marshal.
102. Fire Prevention Ordinance - Appointment No. 216-63, dated September 26, 1963 - Appointing Emile Eyford a Local Assistant to the Fire Marshal.
103. Fire Prevention Ordinance - Appointment No. 217-63, dated September 26, 1963 - Appointing J.E. Perry a Local Assistant to the Fire Marshal.
104. Fire Prevention Ordinance - Appointment No. 218-63, dated September 26, 1963 - Appointing Fred White a Local Assistant to the Fire Marshal.
105. Coroners Ordinance - Appointment No. 219-63, dated September 26, 1963 - Appointing Lucille Beauchamp a Coroner.
106. Evidence Ordinance - Appointment No. 220-63, dated September 26, 1963 - Appointing Lucille Beauchamp a Commissioner for Oaths.

107. Steam Boilers Ordinance - Appointment No. 221-63, dated September 26, 1963 - Appointing Robert A. Lake an Inspector of Steam Boilers and Pressure Vessels in place of Daniel Shewchuk.
108. Steam Boilers Ordinance - Appointment No. 222-63, dated September 26, 1963 - Appointing Albert Lamarre an Inspector of Steam Boilers and Pressure Vessels in place of H.G. Dixon.
109. Marriage Ordinance - Appointment No. 223-63, dated September 27, 1963 - Appointing Peter B. Parker a Marriage Commissioner with authority to solemnize civil marriages in place of L.H. Phinney.
110. Marriage Ordinance - Order No. 224-63, dated September 27, 1963 - Revoking the appointments of two (2) Marriage Commissioners.
111. Motion Pictures Ordinance - Appointment No. 225-63, dated September 27, 1963 - Appointing Robert John Orange an Officer under the Ordinance vice C.L. Merrill.
112. Motor Vehicles Ordinance - Order No. 226-63, dated September 27, 1963 - Amending the Inuvik Motor Vehicles Regulations.
113. Motor Vehicles Ordinance - Order No. 227-63, dated September 27, 1963 - Establishing the rate of speed at Frobisher Bay.
114. Motor Vehicles Ordinance - Order No. 228-63, dated September 27, 1963 - Amending the Fort Smith Motor Vehicles Regulations.
115. Pharmaceutical Chemists Ordinance - Order No. 229-63, dated September 27, 1963 - Revoking the order amending Schedules "A" and "B" of the Ordinance.
116. School Ordinance - Order No. 230-63, dated September 27, 1963 - Revoking the appointment of C.L. Merrill as Administrator of Schools for portions of the Northwest Territories.
117. Liquor Ordinance - Appointment No. 231-63, dated October 1, 1963 - Designating Emilien R. Paradis as an Analyst.
118. Evidence Ordinance - Order No. 232-63, dated October 1, 1963 - Revoking the appointment of A.F. Flucke as a Commissioner for Oaths.
119. Coroners Ordinance - Order No. 233-63, dated October 1, 1963 - Revoking the appointment of A.F. Flucke as a Coroner.
120. Fur Export Ordinance - Appointment No. 234-63, dated October 1, 1963 - Appointing James Thomas Miller a Permit Officer in place of R.J. Quesnel.
121. Public Health Ordinance - Appointment No. 235-63, dated October 1, 1963 - Appointing John Paul Harvey a Medical Health Officer.
122. Evidence Ordinance - Appointment No. 236-63, dated October 1, 1963 - Appointing Joseph David Leask a Commissioner for Oaths.
123. Dog Ordinance - Appointment No. 237-63, dated October 2, 1963 - Appointing James Milton Barber a Dog Officer.
124. Dog Ordinance - Appointment No. 238-63, dated October 2, 1963 - Appointing Simonee E7-551 a Dog Officer.
125. Evidence Ordinance - Appointment No. 239-63, dated October 1, 1963 - Appointing Erik Munsterhjelm a Commissioner for Oaths.
126. Game Ordinance - Order No. 240-63, dated October 1, 1963 - Authorizing Moise Antoine to hunt game under the supervision of a Game Officer.
127. Game Ordinance - Order No. 241-63, dated October 1, 1963 - Authorizing O.F. Eliason to hunt game.
128. Coroners Ordinance - Order No. 242-63, dated October 1, 1963 - Revoking the appointment of A.H. Buttler as a Coroner.

129. Evidence Ordinance - Order No. 243-63, dated October 1, 1963 - Revoking the appointment of A.H. Buttler as a Commissioner for Oaths.
130. Coroners Ordinance - Appointment No. 244-63, dated October 1, 1963 - Appointing Joseph Emile Jean Bertrand Giroux a Coroner.
131. Evidence Ordinance - Appointment No. 245-63, dated October 4, 1963 - Appointing Robert James Green a Commissioner for Oaths.
132. Liquor Ordinance - Order No. 246-63, dated October 10, 1963 - Designating Eleanor Jane Beverley as an Analyst.
133. Liquor Ordinance - Order No. 247-63, dated October 10, 1963 - Designating Francis Raymond Edward Davies as an Analyst.
134. Liquor Ordinance - Order No. 248-63, dated October 10, 1963 - Designating John Dorozynski as an Analyst.
135. Public Health Ordinance - Appointment No. 249-63, dated October 11, 1963 - Appointing Roland Thibaudeau a Medical Health Officer.
136. Public Health Ordinance - Appointment No. 250-63, dated October 11, 1963 - Appointing Jean Saint-Martin a Medical Health Officer.
137. Public Health Ordinance - Appointment No. 251-63, dated October 11, 1963 - Appointing Jaroslan Litwin a Medical Health Officer.
138. Evidence Ordinance - Appointment No. 252-63, dated October 11, 1963 - Appointing John Hilary Winter a Notary Public.
139. Area Development Ordinance - Appointment No. 253-63, dated October 18, 1963 - Appointing Thomas Butters as the Inuvik Site Control Officer vice R.A. Hodgkinson.
140. Game Ordinance - Appointment No. 254-63, dated October 22, 1963 - Appointing Dale Kenneth Elliot a Game Officer.
141. Fur Export Ordinance - Appointment No. 255-63, dated October 22, 1963 - Appointing Dale Kenneth Elliot a Permit Officer.
142. Elections Ordinance - Appointment No. 256-63, dated October 22, 1963 - Appointing Mrs. Leyda Zasadny Returning Officer for the Electoral District of Mackenzie River vice Mrs. R. Cree.
143. Dog Ordinance - Appointment No. 257-63, dated October 24, 1963 - Appointing Mike Amos, W3-646 a Dog Officer.
144. Motor Vehicles Ordinance - Order No. 258-63, dated November 4, 1963 - Establishing the rate of speed in the Settlement of Rankin Inlet.
145. Evidence Ordinance - Appointment No. 259-63, dated November 1, 1963 - Appointing Nelson Gutnick a Commissioner for Oaths.
146. School Ordinance - Appointment No. 260-63, dated November 6, 1963 - Appointing Robert J. Orange to be Administrator of Schools for specific portions of the Northwest Territories.
147. Evidence Ordinance - Appointment No. 261-63, dated November 6, 1963 - Appointing David Stephen O'Brien a Notary Public.
148. Dog Ordinance - Appointment No. 262-63, dated November 12, 1963 - Appointing Antoni Manernaluk, W1-207 a Dog Officer.
149. Dog Ordinance - Appointment No. 263-63, dated November 12, 1963 - Appointing Jonny Hoffman, a Dog Officer.
150. Dog Ordinance - Appointment No. 264-63, dated November 12, 1963 - Appointing David Panioyakak a Dog Officer.

151. Dog Ordinance - Appointment No. 265-63, dated November 12, 1963 -
Appointing James Borden Cummings a Dog Officer.
152. Public Health Ordinance - Order No. 266-63, dated November 12, 1963 -
Revoking the appointment of Dr. D.R. Kinlock as a Medical Health Officer.
153. Motor Vehicles Ordinance - Order No. 267-63, dated November 14, 1963 -
Authorizing the Area Administrator of Cambridge Bay to erect signs or
post notices showing the rate of speed.

Accepted as read.



NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 1, 1963 (Third Session)

APPRENTICE TRAINING - NORTHWEST TERRITORIES

Introduction

At a certain stage in their development, most industrialized countries have found it necessary to institute a system and program of apprentice training. It is essential that there should be a clear distinction between apprenticeship, which ends in certification as a highly skilled worker, and upgrading-training for entry into semi-skilled or unskilled occupations, the standards for which are unrecognized. Apprenticeship is an organized procedure of on-the-job training and school instruction extending over a period of time that is designed to impart the skills, experience and related knowledge of a designated skilled occupation to a person under a specified agreement with his employer or a responsible body.

The Need for an Apprenticeship and Occupational Certification Program in the Northwest Territories

For a large number of residents of the Northwest Territories, in the school leaving age group and among the adult population, the best means of achieving competence in a trade or occupation is for the necessary training to be done on the job, particularly if the practical training can be combined with some related theoretical instruction. A beginning was made a few years ago with the introduction of training on-the-job contracts. In view, however, of provincial regulations regarding occupational competence, and the requirements of employers and trade unions, it is now deemed necessary to change from a purely training-on-the-job situation, the products of which are not occupationally recognized, to a more formal apprenticeship program. Employers and trade unions recognize apprenticeship as a very suitable means by which a person can, under careful supervision, achieve skilled status and be accepted as a skilled worker anywhere in Canada. Apprentices from the Mackenzie District have for some years been indentured under the regulations of the Province of Alberta. These apprentices however, when graduated, are precluded as non-residents from receiving Completion of Apprenticeship certificates and are issued Journeyman's certificates only.

Although occupational certification need not necessarily be a mandatory condition for employment, many persons with a number of years of experience in skilled occupations in the Territories need to be able to prove their skill by examination. The certificates granted would provide formal proof to employers of the standard of performance reached. These occupations would, in the beginning, be those normally known as skilled trades and be drawn from the following list:

Aero-Engine Mechanic	Heavy Duty Equipment Mechanic
Air-Frame Mechanic	Heavy Duty Equipment Operator
Auto-Mechanic (Mechanical)	Hairdresser
Auto-Mechanic (Bodywork)	Machinist
Automotive Partsman	Mill-wright
Barber	Office Equipment Mechanic
Carpenter	Painter and Decorator
Diesel Mechanic	Power Plant Operator (Diesel)
Electrician	Plumber
Equipment Mechanic	Sawyer
Heating and Ventilation Mechanic	Stationary Engineer

Actual choice of an occupation for apprenticeship would depend upon the need for skilled workers in the occupation and the availability of employment. It may be necessary in some cases to have part of the practical training given by employers in southern Canada, but as much of the practical training as possible would be undertaken within the Territories.

If an apprenticeship plan is adopted, it is anticipated that between 10 and 15 persons under apprenticeship agreements will be working in the first year. Most of these will be in the Mackenzie District.

Operation of the Program

(a) Eligibility for Apprenticeship

Under a Northwest Territories apprenticeship plan, qualified persons above the age of 16 will be eligible to apply for training in an occupation chosen for certification. The education requirements for entry into an occupation will depend upon standards thought to be necessary for that occupation in order to meet the standards set by the institution responsible for the theoretical training of the apprentice. It is planned in the early stages of operation of the program to have the theory offered in Trades and Technical Institutes in the provinces. Therefore, an apprentice must meet the qualification requirements of a province. In all cases, it will be necessary for the apprentice to have an educational background sufficiently high to understand the theory of the chosen occupation.

Where a potential apprentice has previous vocational education or occupational training in the chosen field, an allowance will be made on the length of apprentice training time required for full qualification papers. This time will be determined by the appropriate occupation examining board set up under the Ordinance.

(b) Administration

Under the direction of the Commissioner, Education officers of the Northern Administration Branch of this Department will be responsible for the administration of the program. These officers will work in co-operation with the Territorial Apprenticeship Advisory Board. This Board, the members of which are to be appointed by the Commissioner, will have equal representation from employers and labour and include a representative from the Department's Education Division. The Board will meet at regular intervals to study and advise on the programs to be offered.

Separate agreements, stating the responsibilities of each party, will be entered into by the Commissioner with the apprentice and the employer. Programs will be devised by officers of the Department in consultation with the Territorial Apprenticeship Advisory Board. Examinations will be devised and administered by the appropriate Occupation Examining Boards.

(c) Training Programs

The total length of training time required for an occupation will vary with the needs of the occupation, but will normally not be less than two years in length, nor greater than six years. The training program to be followed in each occupation will be based upon the trade analysis for that occupation. In each trade analysis, the occupation is broken down into the specific functions that must be performed by a journeyman. The contents of the analysis are decided upon by a committee representing all provinces and co-ordinated by the Federal Department of Labour. In view of the wide diversity within many occupations from province to province

and employer to employer, each analysis normally covers more work processes than any one apprentice can be expected to learn during his training. This, however, allows each employer a great deal of freedom, depending on the type of work his company does.

The related theoretical instruction included in the apprenticeship will again vary with each occupation, but will normally average five to eight weeks per year during which period the apprentice will be released full time from employment to attend one of the provincial institutes of trade or technology. Apprentices from the Mackenzie District will normally attend the Northern Alberta and Southern Alberta Institutes of Technology. The time of the year in which this theoretical instruction is given is prescribed by the Technical Institute's program, but will generally be during January and February. The nature of the instruction will depend upon the needs of the occupation. It will include some practical work to supplement the training-on-the-job and sufficient theory, including mathematics and science, to give an understanding of the practical work.

During the practical training phase, the apprentice will be paid by the employer and therefore will be responsible for his/her own living arrangements. While undergoing related theoretical instruction, a training allowance similar to that paid by all provinces will be paid by the Territorial Government. In view of the seasonal nature of much employment in the Northwest Territories, a completed year of apprenticeship would consist of 1,600 hours of actual training, including related instruction.

(d) Examinations and Certification

The total period of apprenticeship training in each occupation will be divided into four equal phases with a certificate issued upon successful completion of each phase: 4th Class after phase 1; 3rd Class after phase 2; 2nd Class after phase 3 and Journeyman plus Completion of Apprenticeship after phase 4. Both practical and theoretical work will be measured from the standpoint of the standard of practical work being achieved on the job and the theoretical standard attained at the Institute attended. Upon successful completion of all four phases, a graduating apprentice will be entitled to write the Interprovincial examination in his occupation. These Interprovincial examinations, which are co-ordinated by the Federal Department of Labour in co-operation with all provinces, are written by all graduating apprentices in the appropriate occupations in Canada. An apprentice successful in this examination will have an interprovincial seal placed upon the Completion of Apprenticeship Certificate and thus have the certificate fully recognized in all provinces.

Where a person has proven experience, not as an apprentice but as a legitimate worker or vocational trainee in an occupation, this person will be eligible to write an examination at a level commensurate with the amount of credit considered appropriate by the Examining Board for that occupation. In this case, the examination will be set by the appropriate Occupation Examining Board based upon the national standards formulated by the Federal Department of Labour in co-operation with all provinces. This examination will also be conducted by the Occupation Examination Board and marked by them to nationally accepted standards.

If the person is successful in the examination, he will have the opportunity to enter the apprenticeship program at that certificate level. If unsuccessful, he will also have the opportunity to enter, but at a lower level, commensurate with his ability as established by the Examining Board.

There will not be any compulsion for a person to enter the apprenticeship program. Providing legitimate experience is gained in an occupation and can be proven, any person may attempt any examination for certification up to and including that of Journeyman. In this case however, a Completion of Apprenticeship certificate will not be issued, nor can the Interprovincial examination be attempted. These are reserved for graduating apprentices only.

Should the holder of a Territorial Journeyman's certificate only, obtain employment in a province, he will be issued with a temporary Journeyman's certificate by that province. This temporary certificate will allow him to work at his occupation for a limited period of time, during which he must re-qualify as a Journeyman through the examination of that province.

Financial Implications

An apprenticeship program such as that envisaged will formalize and regulate the present training-on-the-job programs in those occupations chosen for apprenticeship and will require no additional financial assistance. Moreover, as employers do not normally expect apprentices to be subsidized, it is possible that under an apprenticeship program the need for financial assistance to employers who take trainees would be diminished. Costs will continue to be incurred for theoretical training, but under a formalized apprenticeship program this theoretical training will average six weeks per year per apprentice. In the early stages, most apprentices will come from the Mackenzie District. The following is an estimate of cost per apprentice:

Transportation - Yellowknife to Edmonton and return	- \$112.00
Living Allowance - 17 months at \$65.00 per month	- 97.50
Tuition - 30 days at \$5.00 per day	- 150.00
Books and Supplies	- 40.00
Total per apprentice per year	- \$399.50
Total for 15 apprentices - 15 x \$399.50	\$5,992.50

Under the Technical and Vocational Training Agreement between the Northwest Territories and the Federal Department of Labour, the Territorial Government would recover 50% of the costs of training of those other than Indian or Eskimo. There will be no additional administrative costs to the Territorial Government, because the administration of the program will be done by the staff of the Department of Northern Affairs and National Resources.

Recommendation

It is recommended that the Territorial Council approve the proposed legislation for the establishment of an apprentice training program.

NOVEMBER 14, 1963.

Accepted as read.



NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 4, 1963 (Third Session)

PROGRESS REPORT ON THE PROGRAM OF FINANCIAL ASSISTANCE FOR HIGHER EDUCATION

Since adoption at the twenty-fourth Session of the Council of the Northwest Territories, January 1963, of a plan of Financial Assistance for Higher Education, the Administration has taken the following action to implement this program:

1. A large coloured poster announcing the plan of financial assistance for higher education was printed on plasticized paper board and distributed to schools and departmental buildings throughout the Northwest Territories. Framed copies of this poster are being prepared for permanent display in secondary schools and associated hostels.
2. A mimeographed circular entitled Announcement and Conditions of Assistance for distribution to interested persons was prepared and distributed through the Mackenzie and Arctic District Offices.
3. Copies of a circular entitled Conditions of Assistance and Administrative Directions and printed application forms were prepared and forwarded to District Offices for the information and guidance of students, teachers, principals, placement officers, administrators, school superintendents and others involved in the program.
4. A Committee on Higher Education consisting of three members and three alternates was set up to advise the Commissioner on the administration of the plan.
5. To date 28 applications for assistance have been received and processed. Of this number, 24 were approved for assistance, three were denied assistance by reason of failure to comply with residence requirements, one was disqualified by failure to meet university entrance requirements. All 24 students who were approved are in attendance at university.
6. Regulations are now being drafted in the light of experience gained during the initial year of operation.
7. Because N.W.T. Scholarship winners qualify for education and transportation grants under the higher education plan, the amount of scholarship was adjusted from \$1,200.00 to \$800.00 per annum. Recipients of scholarships would not require loans. During the current year four N.W.T. Scholarship winners attending university are also receiving assistance under this program, and are included in the 24 approved cases noted in (5) above.

Appendices attached.

- A - Summary of Higher Education Assistance 1963-64
- B - Announcement and Conditions of Assistance
- C - Conditions of Assistance and Administrative Directions
- D - Application for Assistance for Higher Education

November 15, 1963.

Accepted as read.

APPENDIX A

SUMMARY OF HIGHER EDUCATION ASSISTANCE 1963-64

I. Students Approved for Financial Assistance by University Year

	<u>1 st</u> <u>year</u>	<u>2 nd</u> <u>year</u>	<u>3 rd</u> <u>year</u>	<u>4 th</u> <u>year</u>	<u>Other</u>	<u>Total</u>
1. Grants only	6	6	2	1	1	16
2. Grants and Loans	<u>6</u>	<u>2</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>8</u>
TOTAL	<u>12</u>	<u>8</u>	<u>2</u>	<u>1</u>	<u>1</u>	<u>24</u>

II. Financial Assistance Approved

1. Grants	-	\$14,481.45
2. Loans	-	<u>3,530.00</u>
TOTAL GRANTS AND LOANS		\$18,011.45



NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 5, 1963 (Third Session)

REPORT ON ANTHRAX IN BISON IN THE NORTHWEST TERRITORIES

Outbreaks in 1962 and 1963

In July and August 1962, a disease diagnosed as anthrax occurred in bison in a 700-square-mile area around Hook Lake, N.W.T., between the Slave River in the west and the Talston River in the east. This area is some 60 miles north of Fort Smith, N.W.T., and about 15 miles from the northeast boundary of Wood Buffalo Park.

Altogether, 281 bison were found dead in the area. The great majority of the cadavers were those of mature animals. Only one calf and two yearlings were found dead. The over-all sex ratio of the dead animals was 59 males to 41 females, although the over-all herd sex ratio is approximately 70 females to 30 males. At some places in the contaminated area the number of dead male animals exceeded greatly the number of dead females. This may be explained by the fact that bulls, isolated from the herds, frequent favourite wallows in more or less restricted locations, and thus may become more easily contaminated.

It is estimated there were approximately 1,300 bison in the area where the dead animals were found. The remainder of the 3,000 bison then outside the limits of Wood Buffalo Park were on the west side of the Slave River, in the Grand Detour area.

In accordance with "The Animal Contagious Diseases Act" of Canada, the outbreak was reported to the Health of Animals Branch of the Department of Agriculture, as soon as the nature of the disease was established, and steps were taken for the proper disposal of the dead animals by liming and burying and, in some cases, by burning. A sizable area east and west of the Slave River was quarantined under the authority of the Act. Other prophylactic measures included the herding of the animals still in the contaminated area to its periphery, from whence they were dispersed north and south of the danger zone after a 10-day holding period. By November, air observations indicated that a large number of animals had returned to the area from which they had been driven earlier.

In late June and early July this year, the disease occurred again in the Hook Lake area, killing 12 animals. The animals in the contaminated area were driven out and kept away from it. This certainly helped to keep the losses at a minimum. However, this past summer a major outbreak occurred in the Grand Detour area, on the west side of the Slave River, approximately 40 miles northwest of Fort Smith, N.W.T. It is estimated that there were approximately 2,500 animals in this area at the time of the outbreak. Some 270 animals were found dead in a zone 50 miles long and 15 miles wide. In both areas the carcasses were buried after liming; in a few cases, the carcasses were burned. As in the 1962 outbreak, the majority of the cadavers were those of sexually mature animals with approximately the same sex ratio as in 1962.

Epizootiology and Epizootiological Studies

All animals, including man, are susceptible to the disease to some degree. It has been reported in bison, in deer and in moose in the U.S.A.

as well as in reindeer in Russia. Dogs, cats and predators may become infected under certain conditions, while several species of rodents are highly susceptible. Under natural conditions canines appear to be resistant. The 1962 outbreak was the first time the disease was recognized in any wild species in Canada.

Infection in susceptible herbivores may be the result of grazing in contaminated pastures or the drinking of contaminated water, or may follow the bites of insects which have fed on diseased animals. On infected farms outbreaks occur among animals on pastures, especially during late summer and early fall when grazing is close and flies are numerous. It is believed that the disease can be spread by carnivora, as well as by avian carrion-eaters. However, this opinion is not universally shared. The role of biting flies in this connection is fairly well recognized.

Epizootiological studies have shown there is a relationship between the occurrence of anthrax, the class of soil and its degree of alkalinity, temperature, climatic variations (e.g. heavy rainfall followed by drought), water drainage and flooding. It has been established that anthrax occurs mostly in areas where plants are subjected to prolonged moisture damages, as in flooded or poorly drained areas, whereas the disease is less likely to occur in well-drained areas.

How and when the disease was introduced into the Northwest Territories is not known, nor is the origin of the first outbreak known. Therefore, it was deemed desirable to attempt to determine the origin of the outbreak and to secure information on the existence of the disease and its maintenance in the areas under consideration and its possible propagation to more or less distant localities. With this object, a study was initiated in June 1962.

This study entails the study of animal life: horses that had died in 1961 in the Hook Lake area and the neighbouring Hay Camp area; wildlife (mammalian and avian species); arthropods. So far, there is no evidence of any relationship between the horses' death in 1961 and the anthrax outbreak in 1962. This study also encompasses the collection of data on precipitation and other climatic conditions, on categories of soil in the contaminated areas, on drainage and flooding as it relates to class of soil; the determination of the status of plant life as it relates to drainage and flooding; the examination of samples of water in the drainage system of the contaminated area, of samples of water and plants in pools and marshes and at watering places, as well as of samples of soil.

Two officers of the Canadian Wildlife Service, one of them a veterinary bacteriologist, assisted by the Service's resident biologist at Fort Smith, N.W.T., spent nearly a month in a study of the Hook Lake area and the collection of material for laboratory examination, prior to and during this summer's outbreak there. Collections were made of samples of soil and water taken at various spots in the contaminated area; of silt from Hook Lake; of bison hair and skin collected in the area burned off in 1962 and around burial mounds; of faeces of bison and other wildlife (fox, wolf, coyote and moose); of long bones of dead bison; of several hundred flies; of gulls and sandhill cranes - in addition to bison material collected for diagnosis purposes during the outbreak. A small number of samples of soil, water, and birds (twelve gulls and one tern) and one shrew were also collected in the Grand Detour area during the outbreak there.

So far, only a relatively small number of the various samples collected this past summer has been studied. Examination showed the presence of a microorganism resembling the causative agent of anthrax in one sample of soil from the Grand Detour area and in two of the samples of water from 22 locations in the Hook Lake area. A similar microorganism was also isolated from the digestive tract of two of twelve gulls taken while

feeding on bison cadavers in the Grand Detour area. No evidence of contamination was noted in a number of bison bones nor in samples of bison faeces collected in the Hook Lake area nor in the shrew and lots of insects collected in the Grand Detour area. Subcultures will be forwarded to the Animal Diseases Research Institute, Canada Department of Agriculture, for animal inoculation and a determination of the virulence of the microorganism isolated so far, as well as in the future.

Recommendations

A Committee composed of members of the Northern Administration Branch, the Canadian Wildlife Service and the Health of Animals Branch recommended that:

- 1- Action be taken to herd the bison from both the Hook Lake and Grand Detour areas into the Hay Camp area in Wood Buffalo Park.
- 2- Stragglers left in the contaminated areas be destroyed.
- 3- A fence be built across the migratory route after the animals have been moved south, to hold them in the Park.
- 4- That Park personnel undertake patrols along the fence to stop any northerly migration.
- 5- That cost of the herding and fencing be charged against federal funds, because the program is basically a measure to prevent the spread of the disease.

It may be added that the drive is on its way and that it is expected the animals will arrive in the vicinity of the Hay Camp area about the end of November. It may also be added that the removal of bison from the contaminated areas is in accordance with one of the recognized principles governing the control of anthrax in animals and that, in the present case, vaccination would be extremely costly and unpractical.

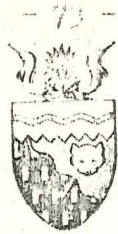
Veterinary officers of the Canadian Wildlife Service and of the Health of Animals Branch also recommend that a number of bison removed to Wood Buffalo Park be slaughtered for meat as soon as possible and that consideration be given to a second slaughter to take place at the end of the coming winter. This would ease matters as to range capacity in the Hay Camp area as well as alleviate population pressure, which is believed to be a factor in the migration of bison north of Hay Camp.

It is also recommended that the epizootiological studies initiated last June be continued and that vigilance be exercised to detect any sign of the recurrence of the disease in wildlife species in the Hook Lake and Grand Detour areas and in the neighbouring areas.

The cost of the anthrax outbreak to the Territorial Government in 1962-63 was \$98,967. In 1963-64, the Territorial Government has spent \$30,028 to October 31 and another \$20,000 is expected to be spent before the end of the fiscal year.

November 15, 1963.

Accepted as read.



NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 6, 1963 (Third Session)

PROGRESS REPORT ON COMPENSATION AND REHABILITATION PROGRAMS AT HAY RIVER AND FORT SIMPSON

This report follows and supplements Sessional Paper No. 9 which was presented to Council at the Second Session, 1963, at Inuvik. It is intended to summarize the progress made and the costs involved in the assistance given to flood victims at Hay River and Fort Simpson and to give some indication of future financial requirements to complete this undertaking. Progress in the development of the Hay River subdivision will be given and the financial requirements reviewed.

Members of Council will recall that the Federal Government approved in general terms a program of rehabilitation and compensation for flood victims at both communities last May. All funds expended under this program (less \$100,000 voted by the Territorial Government) have been provided by the Federal Government. The program and all payments to flood victims have been administered by the Territorial Government. The accounting of expenditures under the program to date given in this paper are not complete because payments are still being made and accounts will continue to be received over the next few months.

Evacuation and Rehabilitation of Flood Victims

Residents of the two communities were given public assistance in various ways. Many were evacuated from their community and housed with private residents at Yellowknife and Fort Simpson. Others left the Territories and stayed with friends in the Provinces. All air transportation costs were at public expense and payment was made for accommodation and meals for refugees while in Fort Smith and Yellowknife. Still other residents remained in their community and trailers and tents were provided as temporary accommodation. The trailers (only at Hay River) were obtained under contract to the Territorial Government at an average monthly cost of \$175.000 plus \$315.00 haulage fee to and from the new Hay River subdivision site. A nominal rental of \$40.00 per month was charged to occupants of the trailers. Water and sewage services were provided on a temporary basis. Food, clothing and blankets were supplied in both communities as the emergency demanded. Repairs to private boats and vehicles damaged while assisting with the evacuation were paid for where claims were made. The Canadian Army has not yet submitted a claim for the extra expenditures incurred for materials and supplies while assisting with the evacuation of flood victims but the Territorial Government is under agreement to meet these expenditures.

Expenditures (to November 8th) under this program are given in some detail in Schedule A attached to this paper. In summary, the expenditures under this program to date have been \$175,600.00 at Hay River and \$51,140.00 at Fort Simpson. All billings are not yet in for this type of expenditure and it is known that the Department of National Defence incurred expenditures of approximately \$100,000 for supplies and equipment used during the period the Army and Air Force assisted with the evacuation. No decision has yet been made on what amount of this expenditure will be charged to the Territorial Government which is under agreement to make payment. A further charge of probably \$35,000 is expected from Federal Government Departments for supplies and materials supplied to flood victims. There will, no doubt, be other charges over the next few months. The total amount of rentals assessed to occupants of the trailers at Hay River was \$5,790.00. Of this amount, \$3,880.00 has been collected.

Compensation for Loss of Property

The arrangements for assessing the amount of personal and property losses by the Canadian Independent Adjustors' Conference and the payments of claims for approved compensation have, with very few exceptions, worked very well. Almost all the assessments were completed during the period the adjustors were in Hay River and payment of claims was commenced immediately thereafter and has continued as property was replaced or restored. The authorization of these compensation payments was handled locally by flood compensation committees which again functioned very well in face of the many problems put before them. The scale of compensation to private individuals, to commercial enterprises and ecclesiastical and other community organizations as authorized by Council at the Second Session, 1963 was:

- (a) residential real property - 100% of appraised loss
- (b) household furnishings and personal effects - 80% of appraised loss
- (c) commercial stock in trade - 70% of appraised loss
- (d) other business property - 80% of appraised loss

The total assessments, entitlements and payments to date for compensation of personal and property losses is summarized in Schedule B appended to this paper. There is still one claim for loss of stock in trade for which proof of loss has not been established in Hay River. This will increase the total entitlement for that community to something over \$600,000 and it will be noted from Schedule B that approximately two-thirds of the amount of the entitlement in both communities has been paid to date. The Municipal District of Hay River has requested compensation of approximately \$27,000 for the cost of restoring roads, sidewalks and other municipal property. From the information available, it would appear that the total expenditures for compensation will run to nearly \$650,000 at Hay River and just over \$17,000 at Fort Simpson.

Assistance for Moving Homes at Hay River

In addition to the compensation for loss of property outlined above, the Federal Government has approved a program of assistance for moving private homes from Vale Island to the new Hay River subdivision. This assistance is set at 60% of the actual moving costs to a maximum of \$500 subsidy per house. Based on an estimate of 100 houses for which assistance might be requested, the Federal Government has approved an expenditure of \$50,000 for this purpose. The unfortunate delay in making building lots available in the new subdivision and the very wet weather have no doubt delayed the moving of homes and payments under this program are only now being made. It is anticipated that the full \$50,000 will not be utilized before October 1, 1964 which has been established as the deadline for claims of this type of assistance.

Northwest Territories Flood Relief Fund

This private flood relief fund was organized and administered under the trusteeship of Messrs. L.A. Desrochers, C.L. Snyder and Basil Dean. Contributions to this fund were received by the trustees from all across Canada and it is understood that the total of contributions now exceed \$121,000. The first expenditure out of the fund was approximately \$40,000 to reimburse residents at Hay River and Fort Simpson for the 20% of appraised loss of household furnishings and personal effects for which the Territorial Government did not give compensation. On petition of the trustees, the Supreme Court of the Province of Alberta authorized distribution of the balance of the private fund as follows:

- (a) \$40,000 for assistance with the moving of homes to a maximum of \$500 per house (this provides a total subsidy of \$1,000 for moving houses at Hay River);
- (b) \$20,000 to the Council of the Municipal District of Hay River for discretionary relief payments;

- (c) \$12,500 to be provided to Messrs. Hancock and Goodall for discretionary relief payments at Fort Simpson; and
- (d) After payment of all administrative costs, any remaining monies to be paid to the local flood compensation committee at Hay River to be applied towards the deficiencies under categories (c) and (d) of the Territorial compensation program, (compensation for loss of business inventory and supplies and compensation for loss of commercial real property and equipment.)

Relocation of Flood Victims at Fort Simpson

While many residents had to be evacuated and some tent accommodation had to be provided at Fort Simpson, the destruction of property there was limited. There was no loss of commercial property but some 25 Indian families lost personal effects and had to move out of the southeastern portion of the Island which was flooded. The Roman Catholic Mission made residential lots available and the Department of Citizenship and Immigration supervised and assisted with this move including the relocation and construction of houses. The Territorial Government constructed roads in this new subdivision at a cost of approximately \$7,500.

Progress in the Hay River Subdivision

Details of the layout of this subdivision are given in the Central Mortgage and Housing Corporation Zoning Plan. Development of Stage I of this layout (the northeasterly portion east of the highway and including one-half of the trailer park) is now approximately two-thirds completed. This includes roads, ditches, culverts and some clearing of lots and filling of low areas. The state of completion of various roads is also shown on the C.M.H.C. Plan. Every priority has been given to the development of the residential area in order to make building lots available to residents of Hay River this year. Power distribution lines are installed to service the occupied residential lots. The survey of the commercial area is not yet complete and this area will have to be cleared this winter. The boundaries of the Municipal District of Hay River have been extended to include the subdivision and a detailed zoning by-law for the entire municipality has been prepared by C.M.H.C. and sent to the Municipal Council. Ownership of all land in the subdivision has been transferred to the Commissioner in order that financial returns from the sale of lots in the subdivision will accrue to the Territorial Government.

The amount of development work in the subdivision this year is considerably short of earlier expectations. Alterations and revisions to the original subdivision plan caused some early delays but the main impediment was the very wet weather in August and September which virtually brought road construction to a standstill. The heavy rains also delayed work on clearing and preparing residential lots either for the construction of houses or the moving of dwellings from Vale Island. These unfavourable conditions for work in the subdivision are also reflected in higher than normal expenditures for the work which has been carried out. The completion of development work on Stage I of the subdivision will be carried out this winter and as early as possible next Spring. All development work has been carried out under territorial contracts.

When completed, Stage I of the subdivision will provide 218 residential lots; 208 of these are for single dwellings and 10 for multiple dwellings; a trailer park to take 20 trailers; a commercial area with 30 large lots (50' x 150') and 75 small (10' by 90') modules and ample areas for service stations, a hotel, hospital, schools and other public buildings in keeping with a subdivision of this size. The residential lots in the subdivision have been made available by the Territorial Administration initially only to residents of Hay River on an exchange for residential lots on Vale Island, for lease or for outright sale at \$600.00 per lot. After a reasonable period, anyone was allowed to acquire a lot under the conditions for lease and sale. Areas for the hospital, churches and other special buildings have been made available on request. The policy for the disposal of commercial lots is now being finalized and these lots will be made available as soon as possible in order to permit planning for construction as soon as access roads are built next Spring.

The C.M.H.C. Plan gives the location of residential lots now taken up and reserved. Our land records show that at November 15th, some 30 lots have been or are being exchanged for lots on Vale Island and 33 other lots are under agreement for sale. Another 31 lots have been or are in the process of being leased. This makes a total of 94 residential lots which have been or are being allocated to private individuals. In addition, the Department of Public Works has reserved some 36 lots for government housing. However, this number may be in excess of their requirement. This leaves 78 single dwelling and 10 multiple dwelling residential lots not yet allocated.

Hay River Subdivision Costs

The cost of development work done in Stage I of the subdivision this year now totals approximately \$180,000. It is estimated that the cost of completing the roads, ditches and clearing of land in this area next year will cost an additional \$70,000. This will make a total expenditure of approximately \$250,000 in all for Stage I of the subdivision. Of these amounts, Council provided \$50,000 in the supplementary appropriations in July. However, it was too late to obtain further appropriations from Council when the true cost of the development work became apparent and the pressure of events would not permit the work to be delayed for further authorization of funds. Council will be requested to vote a supplementary appropriation of \$130,000 at this session to cover the expenditures made to date. It will also be asked to approve an expenditure of \$70,000 in the 1964-65 appropriations to complete the development work in Stage I of the subdivision.

When the magnitude of the cost of the new subdivision became known, the Federal Government was asked to give financial assistance in addition to provision made for compensation payments to flood victims. The Federal Government authorized an outright payment of \$50,000 to be applied against the cost of the new subdivision and it approved the loan of federal funds to cover the balance of the Territorial expenditure. In addition, the Federal Government is paying for planning and engineering surveys and a test drilling program which will cost approximately \$30,000. This will reduce the total cost to the Territorial Government to approximately \$200,000 which will be borrowed from the Federal Government as a loan outside the provisions of the Federal-Territorial Financial Agreement. Council has already authorized the borrowing of funds for this purpose. This loan will be financed as far as possible from the proceeds from the sale of lots in the subdivision.

Further Development Plans

The roads, ditches and clearing in Stage I of the subdivision will be completed as early as possible next spring. Balance of road right-of-way and the commercial area should be cleared during the winter months. Clearing of tree cover in the commercial area is needed because of permafrost conditions in part of this area. The road to the area designated for a sewage lagoon will be completed to make earth fill available. In order to deter scattered development, it is not intended to open up the southern part of the subdivision (beyond Stage I) until the residential lots in Stage I have been taken up. There are still over 80 residential lots in this area not yet allocated and the demand for them should be greatly reduced next year. Sites for commercial and special buildings such as schools, garages, hospitals, churches and business buildings are in Stage I and will be available next year. Some sites for churches have already been allocated.

A test drilling program for a supply of ground water has been started and will be continued this winter to determine whether it would be possible to use drilled wells as a source of water in the subdivision. Engineering studies carried out over the past year estimate that there are three possible sources of water for any utility system in Hay River. The costs of developing these sources together with the necessary treatment plants are estimated at:

(i) Great Slave Lake	-	\$ 500,000
(ii) Hay River	-	\$ 400,000
(iii) Drilled Wells	-	\$ 100,000

COMPENSATION AND EMERGENCY FLOOD RELIEF

WEEKLY EXPENDITURE REPORT

WEEK ENDING November 8, 1963

Description	Weekly Expenditure			Total Expenditure to date		
	Fort Simpson	Hay River	Total	Fort Simpson	Hay River	Total Exp. to date
Compensation for Residential Real Property	563.12	1,737.34	2,300.46	2,928.46	90,845.21	93,773.67
Compensation for Personal Property	729.76	3,937.29	4,667.05	11,071.82	115,134.93	126,206.75
Compensation for Other Business Assets	-	54.84	54.84	-	171,031.49	171,031.49
Compensation for Commercial/Business	-	-	-	-	24,217.00	24,217.00
Transp. of Refugees	238.50	259.25	497.75	18,271.01	29,896.87	48,167.88
Accommodation and meals for refugees	-	-	-	3,321.89	2,944.74	6,266.63
Trailer Accom. and haulage	-	340.00	340.00	-	52,044.24	52,044.24
Temp. accom. (excluding trailers at home settlements)	-	-	-	852.80	13,333.15	14,185.95
Clothing	-	-	-	2,257.18	4,844.74	7,101.92
Wages	-	-	-	3,308.84	7,890.09	11,198.93
Assistance to Municipalities	-	-	-	-	-	-
Rental of Equipment	-	-	-	1,137.55	16,967.36	18,104.91
Purchase of Food	-	60.30	60.30	10,286.61	14,999.60	25,286.21
Medical Supplies	-	-	-	2.79	441.93	444.72
Freight	-	-	-	1,115.21	2,330.52	3,445.73
Miscellaneous	2,338.01	942.43	3,280.44	10,586.96	29,905.74	40,492.70
Relocation of Houses	-	700.64	700.64	-	700.64	700.64
	<u>3,869.39</u>	<u>8,032.09</u>	<u>11,901.48</u>	<u>65,141.12</u>	<u>577,528.25</u>	<u>642,669.37</u>

SCHEDULE B

HAY RIVER AND FORT SIMPSON FLOOD ASSISTANCE, 1963
Report as at November 8, 1963

Hay River, N.W.T.

Total Claims to Date -- 328
 Claims Cleared -- 151

<u>Compensation Categories</u>	<u>No. Claims each Cat.</u>	<u>Assessment Report</u>	<u>Entitlement</u>	<u>Expenditure to date</u>
Category A	126	168,012.11	168,012.11	90,845.21
Category B	274	183,260.16	146,608.12	115,134.93
Category C	22	36,904.00	25,832.78	24,217.00
Category D	95	<u>311,463.39</u>	<u>249,162.73</u>	<u>171,031.45</u>
		<u>699,639.66</u>	<u>589,615.74</u>	<u>401,228.53</u>

Fort Simpson, N.W.T.

Total Claims to Date -- 65
 Claims Cleared -- 39

Category A	16	4,417.30	4,417.30	2,928.46
Category B	59	15,013.66	12,010.92	11,071.82
Category C	--	nil	nil	nil
Category D	1	<u>975.00</u>	<u>780.00</u>	<u>nil</u>
		<u>20,405.96</u>	<u>17,208.22</u>	<u>14,000.28</u>

- Category A - Compensation for residential real property.
- Category B - Compensation for personal and household effects.
- Category C - Compensation for business inventory and supplies.
- Category D - Compensation for commercial and industrial real property, and equipment.



NORTHWEST TERRITORIES

REFERENCE FOR ADVICE

TIMING OF TERRITORIAL ELECTIONS

The Commissioner requests the advice of the Council on the timing of elections for the Council of the Northwest Territories.

Timing of Territorial Elections

The Northwest Territories Act under section 8 (2) provides "every Council shall continue for three years from the date of the return of the writs for the general election of the elected members thereof and no longer...". Section 8 (3) "Subject to subsection (2), appointed members to the Council to hold office during pleasure".

The date set for the return of the writs for the last territorial election was the 21st of November, 1960. The present Council, therefore, terminates as of next Thursday, the 21st of November, 1963 at midnight.

In the normal course of events, an early fall election would have been held this year which would have established a new Council for the Northwest Territories for a further period of three years. Council is aware, however, of the reasons for not proceeding with an election this fall. I need not reiterate in detail the steps which this Council has taken over the past several years in considering the evolution of responsible government in the Territories and the desire to extend greater local autonomy to the residents of the Territories. These considerations culminated in a Resolution passed by Council in January, 1962, requesting the Federal Government to pass appropriate legislation to divide the Northwest Territories into two territories and the further recommendation of Council that these territories be called the Territory of Mackenzie and the Territory of Nunassiatq. These Resolutions were favourably regarded by both the former and the present Governments of Canada. After consideration the Government in power in 1962 caused legislation to be prepared to accomplish the purpose of the Resolution. The successors to that Government in 1963 concurred and their intention to pass the prepared legislation was announced in the Speech from the Throne. The legislation is now before Parliament. It is designated Bills C83 and C84. In order that the Government of the Northwest Territories may carry on its responsibilities in the normal process of Council authority and approval of administrative action, Bill C83 includes provision to extend the life of this Council to the 31st of March, 1964. The passage of this provision would allow this Council to carry out its normal function of providing a program of administration by way of legislation authorizing territorial expenditures for the Territory of Mackenzie for the fiscal year 1964-65 and to pass such legislation as will be required to divide the assets of the Government of the Northwest Territories between the two new territories in a manner previously approved by this Council.

Bills C83 and C84 were introduced in Parliament and given first reading early in July, 1963, and it was thought by your Commissioner and members of Council that parliamentary approval would be given to this legislation prior to the expiry date of this Council's life. Further progress in the passage of these Bills has not been made. It is, therefore, necessary for the Commissioner and Council to consider what steps should be taken so that the Government of the Northwest Territories may continue to function in a responsible manner.

The first and perhaps most obvious course to follow would be to call immediately for an election of the elected members of Council. If this course is taken, machinery could be set in motion which would provide for an election in the latter part of March, 1964, subsequent to which the new Council could be convened early in April to consider estimates for the Northwest Territories for the fiscal year 1964-65 and such other matters of territorial business as may be required. One obvious situation might arise, however, in following this course, and would arise, should Parliament pass the Bills now before it in the immediate future. Should such an event occur, the present Council may be revived by section 25 of Bill C83. In this circumstance, the anomaly of reviving this Council during an election could be resolved by requesting the Government to amend the legislation appropriately.

The alternative course is to withhold decision on calling an election for some four months with an election date in mind of about mid-June. This course would perhaps give broader opportunity to give consideration to whatever transpires respecting the two Bills before Parliament. This course would, however, create a situation in which the Government of the Territory

could enter into the fiscal year of 1964-65 with no Council in being and with the Territorial Government without a budget or an approved program by the Territorial Council for that fiscal year. Such a situation could partially be overcome by the Council at this Session, passing a budget for 1964-65 granting limited funds to the Commissioner for expenditures on essential territorial services for an interim period of time. I do not favour a fiscal authorization to me as Commissioner to expend funds for such a long period that will not even begin until the authorizing Council has been dead for over four months. Another objection to this course is that the policy direction of territorial affairs by the Commissioner in Council would be abated until a new Council was created by an election and was able to function at a time when the fiscal year had reached the point of time that would not afford the opportunity for an effective program of development and progress which is essential in the early months of each fiscal year in the Territories.

Your Commissioner is of the opinion that the first course of action should be taken so as to give assurance that territorial affairs will be carried out in accordance with Council authority and that no hiatus in responsible government for the Northwest Territories will result should the Federal Bills fail to receive parliamentary approval in time to sustain the present Government of the Northwest Territories.

November 15, 1963.

Approved as amended (see text)

would have been the first year of 1944-45 with the Council on being and with
 the Federal Government which is under an agreement between of the
 Federal Council for that fiscal year. There is a similar early possibility
 be covered by the Council at this time. The Council's budget for 1944-45
 granting limited funds to the Government for expenditures on essential
 historical services for an initial period of time. It is not favored a
 direct contribution to me as Commissioner to expand funds for such a long
 period that will not begin until the following Council has been held
 for next year. Another objection to this course is that the policy
 direction of historical affairs by the Government in Council would be
 shared with a new Council was created by an election and was able to
 function and that when the fiscal year had reached the point of the first
 would not afford the opportunity for an effective program of development and
 progress which is essential in the early months of each fiscal year in the
 Government.

Your recommendation is of the nature that the first course of action
 should be taken so as to give assurance that historical affairs will be
 carried out in accordance with Council authority and that no action is
 recommended in the Government. The Government will receive approval for
 Federal Bill to receive permanent approval in the Government and
 progress Government of the Government.

Approved as amended (see text)

November 19, 1943



NORTHWEST TERRITORIES

CHAPTER 1

AN ORDINANCE RESPECTING THE TRAINING OF APPRENTICES.

(Assented to November 20, 1963.)

The Commissioner of the Northwest Territories, by and with the advice and consent of the Council of the said Territories, enacts as follows:

Short Title.

Short title.

1. This Ordinance may be cited as the Apprentice Training Ordinance.

Interpretation.

Definitions.
"Apprentice."

2. In this Ordinance,
- (a) "apprentice" means a person who has entered into an agreement with the Commissioner, pursuant to section 6, under which that person undertakes to pursue a course of training in a designated occupation; and
 - (b) "designated occupation" means an occupation designated in the Schedule or designated by the Commissioner by regulation.

"Designated occupation."

Administration.

Superintendent of
Apprentice Training.

3. The Commissioner shall appoint a Superintendent of Apprentice Training who is charged with the administration of this Ordinance and who shall perform such duties and have such powers as the Commissioner, by regulation or otherwise, may direct.

Inspectors of
apprentice
training.

4. The Commissioner may appoint inspectors of apprentice training who shall act under the direction of the Superintendent of Apprentice Training and who shall perform such duties and have such powers as the Commissioner, by regulation or otherwise, may direct.

Apprentice Advisory
Board established.

5. (1) A Board is hereby established, to be known as the Apprentice Advisory Board, and to consist of three members.

Superintendent of
Apprentice Training
to be chairman.
Commissioner to
appoint two members.

(2) The Superintendent of Apprentice Training shall be a member of the Apprentice Advisory Board and shall be chairman.

(3) The Commissioner shall appoint the other two members of the Apprentice Advisory Board, one of whom shall be an employer of persons in a designated occupation and the other an employee in a designated occupation, who shall hold office during pleasure.

Remuneration.

(4) The members of the Apprentice Advisory Board shall be paid such remuneration and compensation as may be determined by the Commissioner.

Powers and duties.

(5) The Apprentice Advisory Board shall perform such duties and have such powers as the Commissioner, by regulation or otherwise, may direct.

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Agreements.

Agreement between
Commissioner and
person who wishes
to be trained.

6. (1) The Commissioner may enter into a written agreement with any person who

- (a) wishes to pursue a course of training in a designated occupation;
- (b) is at least sixteen years of age; and
- (c) resides in the Northwest Territories,

upon such terms and conditions as the Commissioner may think fit, to provide for the training of that person in a designated occupation.

Who shall sign.

(2) An agreement referred to in subsection (1) shall not be binding upon the parties unless it is in writing and is signed

- (a) by the Commissioner,
- (b) by the person who wishes to pursue a course of training in a designated occupation, and
- (c) by such parent or guardian if such person is a minor and resides with his parent or guardian.

Agreement binding
on minor.

(3) An agreement entered into by a minor pursuant to this section shall be binding upon such minor as if he had been of full age and capacity at the time the agreement was entered into.

Agreement between
Commissioner and
employer.

7. The Commissioner may enter into an agreement with any person who

- (a) wishes to employ an apprentice, and
- (b) is capable of providing a course of practical training in a designated occupation,

upon such terms and conditions as the Commissioner may think fit, to provide for the practical training of an apprentice in that designated occupation.

Grants.

Grants to apprentices
and others.

8. The Commissioner may make grants of money and provide goods or services to apprentices or to other persons employed in designated occupations, upon such terms and conditions as the Commissioner, by regulation, may prescribe.

Regulations.

Regulations.

9. The Commissioner may make regulations
- (a) designating occupations to which this Ordinance shall apply;
 - (b) prescribing the qualifications necessary to become an apprentice in any designated occupation and the manner of establishing those qualifications;
 - (c) prescribing the duration, nature and scope of the practical and theoretical training to be received by an apprentice in any designated occupation;
 - (d) providing for changes in the duration, nature and scope of practical or theoretical training of apprentices who have had experience in a designated occupation before becoming apprentices;
 - (e) prescribing the conditions under which agreements entered into pursuant to section 6 or 7 may be terminated or cancelled;
 - (f) prescribing the duties and obligations that shall be imposed upon and observed by an apprentice in respect of his employer;
 - (g) prescribing the duties and obligations that shall be imposed upon and observed by an employer in respect of an apprentice employed by him;
 - (h) providing for the appointment of examining boards and prescribing the duties and remuneration of members of those boards;

- (i) providing for the examination of apprentices, persons wishing to become apprentices and persons employed in designated occupations; and establishing the standards for such examination;
- (j) providing for the issuance of certificates of status, certificates of completion of apprenticeship and other certificates of competence or proficiency, and prescribing the conditions for the issuance of such certificates;
- (k) providing for the issuance of identification cards and requiring the production of such cards under certain conditions;
- (l) providing for the recognition of certificates of occupational status or their equivalent, issued by any province of Canada and prescribing the conditions for the issuance of certificates of status, certificates of completion of apprenticeship or other certificates of competence or proficiency to the holders thereof;
- (m) prescribing the working conditions, hours of labour and rates of wages for apprentices;
- (n) prescribing the powers and duties of the Apprentice Advisory Board;
- (o) prescribing the powers and duties of the Superintendent of Apprentice Training;
- (p) prescribing the powers and duties of the inspectors of apprentice training;
- (q) providing for inspection of the training of apprentices;
- (r) providing for a system for recording the progress of the training of apprentices;
- (s) providing for the keeping of records accessible to the public;
- (t) providing for the making of grants of money to apprentices and other persons employed in designated occupations, and prescribing the conditions for eligibility for such grants, the amount of such grants and the manner of repayment of such grants;
- (u) providing for the provision of goods or services to apprentices and other persons employed in designated occupations and prescribing the conditions for eligibility for such provision, the amounts to be provided and the manner of providing such goods or services;
- (v) providing for the repayment of any grant made to an apprentice or to a person employed in a designated occupation, providing for the repayment of the value of any goods or services directed to an apprentice or to a person employed in a designated occupation, and prescribing the conditions upon which such repayment shall be required and the manner in which such repayment shall be made;
- (w) prescribing forms to be used for the purpose of this Ordinance and the regulations;
- (x) requiring payment of fees and prescribing the amount of fees to be paid in respect of any agreement, examination, perusal or search of records, for the issuance of any certificate or other document or for any other service provided pursuant to this Ordinance or the regulations;
- (y) prescribing a fine not exceeding five hundred dollars or imprisonment not exceeding six years or both such fine and imprisonment to be imposed upon summary conviction as a penalty for violation of a regulation made under this section; and
- (z) generally for the carrying out of the purposes and to give effect to the provisions of this Ordinance.

General.

Expenditures to be voted.

10. (1) All expenditures for the purposes of this Ordinance shall be paid out of money appropriated by the Commissioner in Council therefor,

Payments under Agreements must be voted.

(2) It is a term of every agreement entered into pursuant to this Ordinance providing for the payment of any money by the Commissioner that payment thereunder is subject to there being an appropriation of money by the Commissioner in Council for the purpose of discharging that commitment in the fiscal year in which the payment becomes due and is payable.

SCHEDULE.

1. Aero-Engine Mechanics
2. Air-Frame Mechanics
3. Auto-Mechanics (Mechanical)
4. Auto-Mechanics (Bodywork)
5. Automotive Partsman
6. Barber
7. Carpenter
8. Diesel Mechanics
9. Electrician
10. Equipment Mechanic
11. Grader (Lumber)
12. Heating & Ventilation Mechanic
13. Heavy Duty Equipment Mechanic
14. Heavy Duty Equipment Operator
15. Hairdresser
16. Machinist
17. Millwright
18. Office Equipment Mechanic
19. Painter & Decorator
20. Power Plant Operator (Diesel)
21. Plumber
22. Sawyer
23. Scaler (Lumber)
24. Stationary Engineer

Commencing at the intersection of the northerly edge of the travelled way of the Great Slave Highway and the westerly bank of Frank Channel; thence southerly along said westerly bank and along the westerly bank of Great Slave Lake and along the right bank of Mackenzie River to the right bank of Horn River; thence upstream along the right bank of Horn River to the bank of Mink Lake; then westerly, northerly and easterly following the bank of Mink Lake and including all its waters to the mouth of an unnamed stream at approximate latitude sixty-one degrees fifty-four minutes and approximate longitude one hundred and seventeen degrees thirty-six minutes; thence upstream along the right bank of said stream to the bank of Birch Lake; thence westerly, northerly and easterly following the bank of Birch Lake and including all its waters to the mouth of an unnamed stream at the easterly extremity thereof; thence easterly and northerly along the right bank of the last aforesaid stream to the bank of the largest of a group of lakes about one mile east of Birch Lake; thence northerly and easterly following the bank of the last aforesaid lake and including all its waters to the mouth of an unnamed stream at the easterly extremity thereof; thence easterly along the right bank of the last aforesaid stream and widenings thereof to the westerly edge of the travelled way of the Great Slave Highway; then northerly and easterly along said edge to the point of commencement; all being described with reference to the latest appropriate map sheets of the National Topographic System on a scale of one in two hundred and fifty thousand available on the twenty-second day of July nineteen hundred and sixty-three."

1960 (2nd Sheet)
1961 (2nd Sheet)
1962 (2nd Sheet)
1963 (2nd Sheet)

British Columbia
Department of Lands and Survey

[Faint, mirrored text from the reverse side of the page, including phrases like "The said boundary is further defined by..." and "thence the following boundary..."]



NORTHWEST TERRITORIES

CHAPTER 3

AN ORDINANCE RESPECTING ADDITIONAL EXPENDITURES FOR THE PUBLIC SERVICE OF THE NORTHWEST TERRITORIES FOR THE FINANCIAL YEAR ENDING THE 31st DAY OF MARCH, 1964.

(Assented to November 20, 1963.)

The Commissioner of the Northwest Territories, by and with the advice and consent of the Council of the said Territories, enacts as follows:

Short title.

1. This Ordinance may be cited as the Supplementary Appropriation Ordinance No. 2, 1963-64.

Amount granted for 1963-64.

2. From and out of the moneys issued and advanced out of the Northwest Territories Revenue Account in the Consolidated Revenue Fund of Canada, there may be paid and applied towards defraying the several charges and expenses of the public service of the Territories from the 1st day of April, 1963, to the 31st day of March, 1964, not otherwise provided for, the whole of the amount of each of the items set forth in the Schedule to this Ordinance but the total amount that may be so paid and applied shall not exceed One Hundred and Seventy-Five Thousand, One Hundred and Seventy-Three dollars.

Lapsing of Appropriations.

3. The authority granted by this Ordinance to expend moneys shall expire on the 31st day of March, 1964, except that payments may be made within a period of thirty days after that date for the purpose only of discharging any debts or expenditures properly incurred and payable prior to that date and that are outstanding and chargeable to any of the items set forth in the Schedule and that for good reason were not paid prior to that date.

Accounts to be submitted.

4. Accounts in detail of all expenditures under the Schedule shall be laid before the Council at the first session thereof after the 1st day of June, 1964.

Transfer of moneys and accountable advances.

5. The Commissioner, when he considers it in the public interest so to do, may authorize,
(a) the transfer of moneys from an allotment in an item set forth in the Schedule to another allotment in the same item or to another allotment in the same item in the Schedules to the Appropriation Ordinance, 1963-64, and the Supplementary Appropriation Ordinance, 1963-64;
(b) the transfer of moneys from an allotment in an item set forth in the Schedules to the Appropriation Ordinance, 1963-64, and the Supplementary Appropriation Ordinance, 1963-64, to another allotment in the same item in the Schedule to this Ordinance; and
(c) the issue of accountable advances to such persons and for such purposes as are specified by the Commissioner.

SCHEDULE

APPROVED ADDITIONAL CHARGES AND EXPENSES OF THE
PUBLIC SERVICE OF THE TERRITORIES FOR THE
FINANCIAL YEAR ENDING THE 31st DAY OF
MARCH, 1964

<u>ALLOTMENT</u>	<u>ITEM</u>	<u>TOTAL</u>
	Item 7	
	<u>ADMINISTRATION</u>	
708A	Travelling and Living Expenses of Members of the Council of the Northwest Territories and Staff Required to Attend Sessions	\$ 6,000
716A	Fitness and Amateur Sport	<u>29,580</u>
	Item 10	
	<u>CAPITAL ACCOUNT</u>	
1007	Purchase of Land Adjoining the Yellowknife Museum	\$10,372
5012A	Hay River Subdivision	130,000
8001B	Construction and Acquisition of Buildings, Land and Equipment	<u>1,000</u>
		<u>141,372</u>
		\$176,952
Less -	Estimated amount by which actual expenditures in Operating Account will fall short of the total of amounts that may be required for each allotment - 5%.	<u>1,779</u>
		\$175,173



NORTHWEST TERRITORIES

CHAPTER 4

AN ORDINANCE RESPECTING EXPENDITURES FOR
THE PUBLIC SERVICE OF THE NORTHWEST TERRITORIES
FOR THE PERIOD ENDING THE 30th DAY
OF SEPTEMBER, 1964.

(Assented to November 20, 1963.)

The Commissioner of the Northwest Territories, by and with the advice and consent of the Council of the said Territories, enacts as follows:

Short title.

1. This Ordinance may be cited as the Appropriation Ordinance, 1964.

Amount granted.

2. From and out of the moneys issued and advanced out of the Northwest Territories Revenue Account in the Consolidated Revenue Fund of Canada, there may be paid and applied towards defraying the several charges and expenses of the public service of the Territories from the 1st day of April, 1964, to the 30th day of September, 1964, not otherwise provided for, the whole of the amount of each of the items set forth in the Schedule to this Ordinance but the total amount that may be so paid and applied shall not exceed four million, eight hundred and one thousand, seventy-three dollars.

Lapsing of Appropriations.

3. The authority granted by this Ordinance to expend moneys shall expire on the 30th day of September, 1964, except that payments may be made within a period of thirty days after that date for the purpose only of discharging any debts or expenditures properly incurred and payable prior to that date and that are outstanding and chargeable to any of the items set forth in the Schedule and that were not paid prior to that date.

Accounts to be submitted.

4. Accounts of all revenues paid into the Northwest Territories Revenue Account in the Consolidated Revenue Fund of Canada from the 1st day of April, 1964, to the 30th day of September, 1964, and accounts in detail of all expenditures under the Schedule to this Ordinance shall be laid before the Council at the first session thereof after the 1st day of June, 1965.

Transfer of moneys and accountable advances.

5. The Commissioner, when he considers it in the public interest so to do, may authorize,
(a) the transfer of moneys from an allotment in an item set forth in the Schedule to another allotment in the same item; and
(b) the issue of accountable advances to such persons and for such purposes as are specified by the Commissioner.

Coming into force.

6. This Ordinance shall come into force on a day to be fixed by order of the Commissioner.

SCHEDULE

INTERIM CHARGES AND EXPENSES OF THE PUBLIC SERVICE OF THE TERRITORIES FOR THE PERIOD ENDING THE 30th DAY OF SEPTEMBER, 1964.

<u>ALLOTMENT</u>	<u>ITEM</u>	<u>TOTAL</u>
	ITEM 1	
	<u>EDUCATION</u> (Other than Indian and Eskimo)	
101	Fees for Pupils in Federal Schools	\$ 484,000
102	Maintenance of Pupils at Student Residences	94,000
103	Grants to School Districts	167,000
104	Payment to Federal Government of Salaries and Allowances of Teachers in Company Schools	9,275
105	Vocational Training Aids and Grants	45,450
106	Grants in Aid of Operation of Night Classes for Adults	250
107	Scholarships and Training of Selected Students	3,600
108	Tuition, Maintenance and Transportation for Handicapped and Other Children Attending Educational Institutions Outside the Territories	7,650
109	Correspondence Courses	2,500
110	Physical Recreation Program	2,800
111	Grants to Public Libraries	1,000
112	Grant to Girl Guides	1,250
113	Grant to Boy Scouts	1,250
114	Miscellaneous Equipment	5,500
115	Education of Retarded Children	2,100
116	Grants to University Students	12,600
117	Loans to University Students	2,300
118	Sundries	<u>500</u>
		\$ 843,025
	ITEM 2	
	<u>HEALTH</u> (Other than Indian and Eskimo)	
201	Health Services for Indigent Residents	\$ 10,750
202	Tuberculosis Control (P.H.)	73,500
203	Cancer Control (P.H.)	6,500
204	Mental Health Services	14,700
205	Venereal Disease Control	2,750

ALLOTMENT	ITEM	TOTAL
	<u>HEALTH</u> (Continued)	
206	Crippled Children Services (P.H.)	\$ 750
207	Epidemic Control	1,000
208	Professional Training Grant (P.H.)	2,000
209	Arsenic Survey	500
210	Territorial Share of Northern Health Services (P.H.)	156,375
211	Hospital Insurance Services	662,500
212	Hydatid Disease (P.H.)	4,500
213	Sundries	<u>500</u>
		\$ 936,325

ITEM 3

WELFARE

301	Social Assistance	\$ 106,500
302	Old Age Assistance	62,400
303	Blind Persons Allowance	19,500
304	Disabled Persons Allowance	9,360
305	Care of Dependent Children	30,500
306	Specialized Institutional Care	3,750
307	Correctional Services	6,000
308	Water and Sewer Services for Indigents	1,500
309	Rehabilitation Services	6,000
310	Custodial and Domiciliary Care	7,500
311	Sundries	<u>250</u>
		\$ 253,260

ITEM 4

DEVELOPMENT SERVICES

401	Maintenance of Resource and Communication Roads	\$ 40,050
402	Tote Trails	25,000
403	Maintenance of Local Roads in Settlements Outside Municipalities and Local Improvement Districts	19,375
404	Street Lighting in Settlements Outside Municipalities and Local Improvement Districts (Operating)	3,560
405	Fire Protection in Settlements Outside Municipalities and Local Improvement Districts (Operating)	6,300

ALLOTMENT	ITEM	TOTAL
<u>DEVELOPMENT SERVICES</u>		
(Continued)		
406	Winter Roads	\$ 4,000
407	Maintenance of Campgrounds on the Mackenzie Highway	3,000
408	Water and Sewer Systems in Settlements	<u>21,018</u>
		\$ 122,303

ITEM 5

MUNICIPAL AFFAIRS

501	Grant to Yellowknife Based on Assessment	\$ 75,700
502	Grant to Hay River Based on Assessment	19,250
503	Grants Towards the Maintenance of Local Roads within Municipalities	4,125
504	Maintenance of Local Roads within Local Improvement Districts	16,625
505	Operation of Fort Smith Water and Sewer System	22,400
506	Operation of Water Points	2,400
507	Street Lighting in Local Improvement Districts (Operating)	2,700
508	Fire Protection in Local Improvement Districts (Operating)	5,125
509	Insect Control and Spring Clean-up in Local Improvement Districts	500
510	Community Planning within Municipalities	1,250
511	Interim Grant to Hay River	1,750
512	Sundries	<u>500</u>
		\$ 152,325

ITEM 6

GAME MANAGEMENT

601	Wolf Control and Caribou Conservation Program	\$ 15,425
602	Canine Disease Control	500
603	Assistance to Trappers	2,500
604	Anthrax Program	1,500
605	Surveillance of Bison	1,500
606	Sport Hunting Survey in Mackenzie Mountains	<u>-0-</u>
		\$ 21,425

ALLOTMENT	ITEM	TOTAL
	ITEM 7	
	<u>ADMINISTRATION</u>	
701	Printing of Ordinances	\$ 1,250
702	Miscellaneous Printing	3,375
703	Fire Protection Administration	8,550
704	Workmen's Compensation Ordinance	10,750
705	Mine Rescue Station - Yellowknife	4,100
706	Administration of Ordinances	4,350
707	Indemnities of Elected Members of Council	4,000
708	Travelling and Living Expenses of Members of the Council of the Northwest Territories and Staff Required to Attend Sessions	8,000
709	Expenses Incidental to Holding Sessions of Council	1,500
710	Clerical and Stenographic Assistance to the Local Improvement District of Fort Simpson	300
711	Archives	3,750
712	Grant to Northwest Territories Safety Council	100
713	Development of Tourism	18,650
714	Operating Grants to Museums	1,125
715	Civil Defence	1,000
716	Fitness and Amateur Sport	30,000
717	Sundries	2,450
718	Co-operative Union Survey	-0-
719	Symbols for the New Territories	-0-
		<u>\$ 102,250</u>
	ITEM 8	
	<u>LIQUOR SYSTEM</u>	
801	Operation and Maintenance	\$ 916,675
	ITEM 9	
	<u>JUSTICE</u>	
901	Police Services	\$ 204,725
902	Maintenance of Prisoners	87,500
903	Administration of Justice	<u>53,000</u>
		<u>\$ 345,225</u>
	ITEM 10	
	<u>CONTINGENCY</u>	
999	Miscellaneous, minor or unforeseen expenses, subject to the approval of the Commissioner, including authority to re-use any sums repaid to this appropriation from other appropriations	\$ 100,000

ALLOTMENT	ITEM	TOTAL
	ITEM 11	
	<u>CAPITAL ACCOUNT</u>	
1001	Payment to Federal Government of Territorial Share of Construction and Improvement of Federal Schools and Related Facilities	\$ 65,125
1002	Payment to Federal Government of Territorial Share of Equipment for Federal Schools, Student Residences and Vocational Training	29,375
1003	Grant to Yellowknife School District No. 1	7,250
1004	Loans to Yellowknife School District No. 1	-0-
1005	Grant to Hay River Separate School District No. 3	-0-
1006	Grant to Yellowknife Museum	-0-
2001	Territorial Share of Northern Health Service (Capital)	50,375
2002	Hospital Construction Grants	100,000
4001	Construction of Local Roads in Settlements Outside Municipalities and Local Improvement Districts	54,375
4002	Construction of Sidewalks in Settlements Outside Municipalities and Local Improvement Districts	7,400
4003	Fire Protection in Settlements Outside Municipalities and Local Improvement Districts	12,850
4004	Construction of Campgrounds and Picnic Grounds	11,675
4005	Street Lighting in Settlements Outside Municipalities and Local Improvement Districts (Capital)	900
4006	Emergency Landing Strips and Firebreaks	3,500
4007	Water and Sewer Systems in Settlements	28,800
5001	Construction of Local Roads within Municipalities	10,000
5002	Construction of Local Roads within Local Improvement Districts	5,000
5003	Fire Protection in Local Improvement Districts (Capital)	4,500
5004	Grants to Municipalities for Sidewalk Construction	4,250
5005	Construction of Sidewalks within Local Improvement Districts	3,800
5006	Town Planning and Development - Local Improvement Districts	23,850
5007	Grants Toward Community Centres	39,150
5008	Loans to Municipality of Yellowknife	60,000

ALLOTMENT	ITEM	TOTAL
<u>CAPITAL ACCOUNT</u>		
(Continued)		
5009	Water and Sewer Systems in Local Improvement Districts	\$ 25,600
5010	Winter Works Program	22,500
5011	Loans to Municipality of Hay River	75,000
5012	Hay River Subdivision	70,000
5013	Contingency Loan for Water and Sewer, Hay River Subdivision	-0-
6001	Bombardier Winter Trails	-0-
8001	Construction or Acquisition of Buildings, Land and Equipment for Liquor System	5,000
		\$ 720,275
ITEM 12		
<u>AMORTIZATION ACCOUNT</u>		
9001	Repayment of Loans from the Government of Canada	\$ 137,550
ITEM 13		
<u>HOUSING ACCOUNT</u>		
9501	Loans Under the Northwest Territories Housing Ordinance notwithstanding section 6 thereof	\$ 10,000
9502	Fees Payable to Central Mortgage and Housing Corporation	75
9503	Low Cost Housing	140,000
9504	Repayment of Housing Loans from the Government of Canada	360
		\$ 150,435
	TOTAL	\$4,801,073

TABLED DOCUMENT NO. 1

NOTICE REGARDING THE FORMATION OF A
NORTHWEST TERRITORIES AVIATION COUNCIL

TO: ALL AIRCRAFT OWNERS, PILOTS AND INTERESTED PARTIES.

RE: NORTHWEST TERRITORIES AVIATION COUNCIL

OCCASIONAL VOICES HAVE BEEN HEARD ADVOCATING THE FORMATION OF A NWT AVIATION COUNCIL. THIS COUNCIL COULD HAVE MANY OBJECTIVES BEARING ON THE PROMOTION OF MATTERS DIRECTLY CONNECTED TO AVIATION. AMONG SOME OF THE POSSIBLE AREAS THAT AN AVIATION COUNCIL COULD BE OF CONSIDERABLE SERVICE - WOULD BE THE PUBLICATION OF AN AIRPORT AND FACILITY INDEX FOR THE TERRITORIES, SHOWING WHERE ALL AIRSTRIPS ARE LOCATED AND THE FACILITIES AVAILABLE, IF ANY, SUCH AS FUEL, MECHANIC, ACCOMMODATION FOR TRAVELLING AIRMEN AND SO ON. IT IS KNOWN THAT MANY EMERGENCY STRIPS EXIST, BUT ARE NOT SHOWN ON THE CHARTS. THE CONDITION AND LOCATION OF THESE STRIPS WOULD BE VALUABLE TO ALL AIRMEN. ANOTHER USE FOR THE COUNCIL WOULD BE THE UNITED VOICE OF NORTHERN AVIATION IN PRESENTING SUGGESTIONS TO THE DEPT OF TRANSPORT, FOR IMPROVEMENTS TO SERVICE ETC. OTHER PROVINCIAL COUNCILS HAVE BEEN FORMED AND A TERRITORIAL COUNCIL COULD COORDINATE WITH THE OTHERS IN AVIATION MATTERS. LONG RANGE BENEFITS WOULD INCLUDE TOURIST PROMOTION WHICH WOULD MEAN BUSINESS FOR EVERYONE IN THE NORTH.

PLEASE REPLY STATING IF YOU ARE A PILOT, OWNER, OR INTERESTED PARTY, PLUS THE NAMES OF OTHERS THAT MAY NOT RECEIVE THIS LETTER, IF YOU WOULD SERVE ON SUCH A COUNCIL, AND WHAT YOU COULD DO TO HELP THE ORGANIZATION OF AN AVIATION COUNCIL. VIEWS, IDEAS AND SUGGESTIONS WOULD BE MOST WELCOME.

ADDRESS REPLIES TO: N.W.T. AVIATION COUNCIL,
FORT SIMPSON, N.W.T.

PUVALLUTTUQ*

P. E. Moore, M.D., D.P.H.,
Director, Medical Services,
Department of National Health & Welfare.

The title of my presentation is the Eskimo word for tuberculosis, literally "lung sickness". It is a term the Eskimo has reason to dread. He may not know the difference between a primary complex and the radiological picture of reinfection, but he does know that this disease has caused many of his people to waste away and die. Even in recent years, it has meant many months and even years in hospitals in the white man's mysterious country far away.

From the white man's point of view - from my own point of view, after many years of labouring for better Eskimo health - it has meant 8,600 Eskimo tuberculosis patients in the past ten years and the expenditure of about \$12,500,000 for their hospitalization, to say nothing of medical salaries, travelling expenses and administrative costs.

Tuberculosis used to be known as "Captain of the hosts of death" and the "white plague", and it was well named. The Eskimo may not know it by these names but his concept of its deadly power is much the same. Even though it killed only six of his people in 1962, to him it is still the disease that breaks up the family circle, steals away the breadwinner or the mother or several of the children. Even when they return, things are never the same again. The harshness of his northern environment and the dangers of his way of life make him somewhat fatalistic, but he is not complacent about tuberculosis. To him it is still Public and Private Enemy Number One. There is an urgent lesson for the rest of us in the Eskimo's tragic experience with this disease. As its death rate amongst us has declined and our sanatoria have emptied and even closed, some of us have breathed a sigh of relief - much too early, in my opinion.

Those of us who work for the health of Eskimos - and Indians - have had a recent vivid warning not to let down our guard for an instant against this disease. A tiny village of 329 Eskimos and 16 whites, on the western edge of Hudson Bay, 165 miles north of Churchill, Manitoba, in the past six months has produced 80 cases of active tuberculosis, involving 55% of all the households, half the children under 10 years of age and 24% of the whole population. Before treatment services have ended for these patients, \$500,000 of public funds will have been spent and the economic and social life of this village scarred for years to come. I want to tell you about this outbreak in some detail, because I hope you and I will never forget that it represents just a small but expensive sample of what could happen across the country if we do not keep up our defences against this ancient killer.

* Address given at the Annual Meeting of the Canadian Tuberculosis Association, 7 June 1963, in Montreal, P.Q.

The place is Eskimo Point in the Northwest Territories. It is shown in the map on page . It is reached by boat in summer and by plane in summer and winter. It gets mail once a week. There's a nursing station, built last year, a school run by the Department of Northern Affairs, a detachment of the R.C.M.P., a Hudson's Bay Company store and three missions. The 82 Eskimo households are crowded into 64 wooden and snow houses scattered along 1500 yards of gravel ridge, squeezed between the swampy muskeg of the tundra behind and the open sea in front.

Believe me when I say that many of us who have worked with these people are sick to our hearts as we see the regular expenditure of thousands of dollars of public money and thousands of hours of dedicated effort with so little result. How can disease be prevented under such living conditions?

From Table 1 you can see that the local population, like the Eskimo population of about 11,500 across Canada's North, is a young population. More than half of them are under the age of twenty.

TABLE 1

The Population at Risk *

ITEM	ALL AGES	AGE GROUPS							
		0-4	5-9	10-19	20-29	30-39	40-49	50-59	60+
Eskimo Households	82								
Males	166	30	17	39	23	23	14	13	7
Females	163	31	20	38	29	16	14	6	9
TOTALS	329	61	37	77	52	39	28	19	16
% of totals	100	19	11	23	16	12	8	6	5

* Eskimos only.

One of our public health doctors did a survey of housing, at the height of the epidemic. This slide shows only a few of his observations - 47 houses rated as "Poor" or "Very Poor", only half of the 64 houses fitted with wooden floors and only 24 of them with dry floors. He reported leaking roofs, overcrowding, misery and filth.

TABLE 2

Survey of Housing*

ITEM	General Qualities: Construction, Insulation, Spaciousness	Rooms per House	Persons per Room	Houses with Bathroom	Houses with Wooden Floor	Houses with Dry Floor
GRADING:						
GOOD	6	3.5	1.7	3	6	6
FAIR	11	1.7	2.0	2	10	10
POOR	23	1.2	3.0	0	10	8
VERY POOR	24	1.0	3.5	0	8	0
TOTAL HOUSES SURVEYED	64			5	34	24
AVERAGES		1.5	2.6			

* Eskimo housing only.

We shouldn't lay all the blame on overcrowding. After all, many of the other Eskimos in the Canadian North are just as badly off. Why didn't they succumb to tuberculosis last winter? I believe we have a situation that arose out of a combination of factors. One of these was poor housing and gross overcrowding, but another was the debilitating effect of three epidemics of virus diseases -- measles and mumps in the spring of 1962 and German measles in January, 1963.

TABLE 3

Recent Virus Epidemics*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
SIMPLE MEASLES, May-June, 1962	34	9	5	5	5	5	4	1	-
MUMPS, May-June, 1962	59	5	12	18	16	4	3	-	1
GERMAN MEASLES, January-February, 1963	158	17	21	38	33	26	15	5	3

* Eskimos only.

Table 3 shows you how widespread these epidemics were. The Eskimos are still far more susceptible to these so-called "childhood diseases" than the rest of us. When measles hits an Eskimo community everybody gets it and frequently some of the infants and the elderly die. I believe that tuberculosis found easy targets amongst the people of Eskimo Point last winter, because most of them were still sick or convalescing from these other illnesses.

As Table 4 shows, these Eskimos have experienced tuberculosis before. 9% of them have histories of sanatorium care, but most of these are over 10 years of age, showing that in recent years there has been reasonable control of the disease. However, there have been 5 cases of reactivation during this epidemic, or 17%.

TABLE 4

Caseload of Previous Tuberculosis*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Number of Old Cases:									
Males	19		1	3	2	3	3	5	2
Females	10			2	2	3	1		2
Totals	29		1	5	4	6	4	5	4
% of population	9		3	7	8	15	14	26	25
Number of Reactivations (1962-63)									
Males	4		1			1	1	1	
Females	1				1				

*Eskimos only. There was no tuberculosis amongst the 16 local white residents.

Between the epidemics of measles and mumps in the spring of 1962 and the end of the year, several cases of tuberculosis appeared, referred by the local nurses on the basis of symptoms. An X-ray survey party visited in January. About half the population was sick with what was alleged at first to be Coxsackie B disease. Later it was labelled German measles. Virus studies are still going on, following a visit to the community by Dr. J.A. Hildes of the University of Manitoba. But these are incidental to the disturbing results of the X-ray survey and the tuberculin testing program, which are shown in Tables 5 and 6.

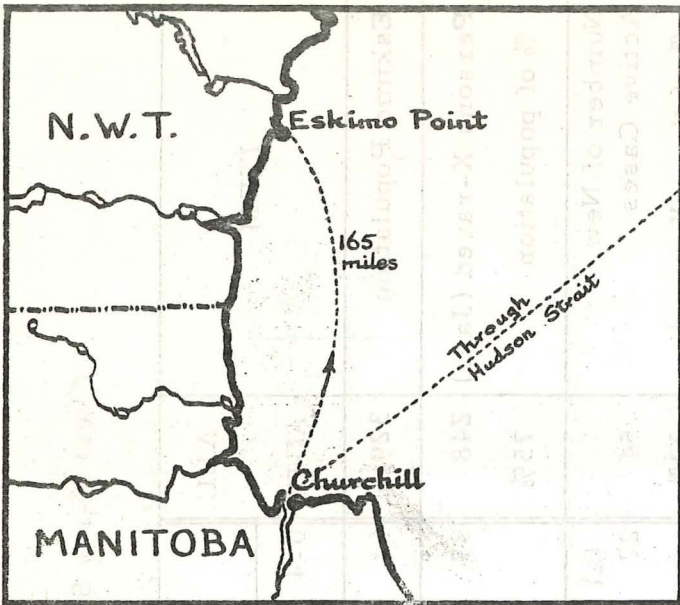
TABLE 5

Tuberculin Tests, January, 1963*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Number of Persons Tuberculin Tested:									
Males	136								
Females	141								
Totals	277	53	33	63	47	31	23	15	12
% of population	84								
Number of Positive Tests:									
Males	115								
Females	108								
Totals	223	28	23	59	43	26	22	14	8
% of those tested	80	53	70	94	92	84	96	92	67

* Eskimos only.

Table 5 shows that 84% of the population were tuberculin tested and that 80% of these showed a positive result. Some of the tests were done by the local nurses, using the Heaf method and some by the medical party under Dr. Hildes and Major Monahan (from the Fort Churchill Military Hospital) in February. Notice that there were much higher percentages of positives in the younger age groups than one would find in Southern Canada.



ESKIMO POINT, NORTHWEST TERRITORIES

WINTER, 1962/63

TUBERCULOSIS EXPLOSION



- - White housing
- - Better quality Eskimo house
- x - Eskimo shack
- - Eskimo snow house
- ⊙ - Cases of active tuberculosis
- - Bacillary case

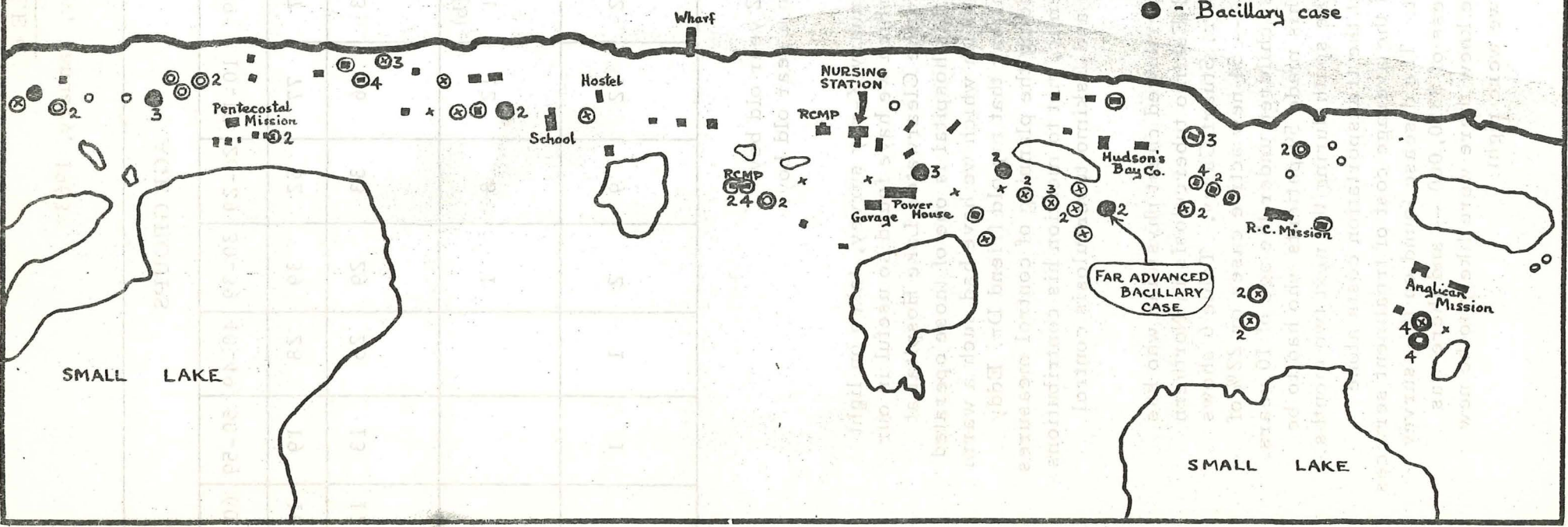


TABLE 6
Chest X-ray Survey, January, 1963*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Persons X-rayed (Jan.)	248	37	33	66	33	29	25	13	12
% of population	75%								
Number of New Active Cases	54	(a) 22	(b) 11	12	8	1			
% of those X-rayed	22%								
Cases Hospitalized by 31 March 1963	(c) 59	22	12	12	9	2	1	1	
% of population	18%								

* Eskimos only.

(a) One case of? tuberculoma of brain in 2 year old boy.

(b) One case of tuberculous pericarditis in 6 year old boy.

(c) Includes 5 cases of reactivation.

The 14 x 17 films from the January X-ray survey, taken on light weight 15 milliampere equipment, which we have found so useful in our Service over the years, were sent to the Clearwater Lake Hospital at The Pas, Manitoba. As you know, this hospital is one of those operated by The Manitoba Sanatorium Board, with which we have had such a warm relationship over the years. I might say that my old friend Dr. Eddy Ross helped us immeasurably in guiding the planning of control measures and treatment services in this epidemic, not to mention his contributions over the years to the general Indian and Eskimo tuberculosis control program in Central Canada.

The films were read by an experienced chest physician who has long been associated with Indian and Eskimo tuberculosis in Northern Manitoba and the Central Arctic -- Dr. Stuart Carey. Table 6 shows what he found from this first survey -- 54 new active cases or 22% of the population -- 33 of them amongst children under the age of 10 years. Together with the 5 reactivations, this made 59 patients who had to be evacuated by chartered aircraft to the south during the next two months. You might be interested to know that the transportation costs alone averaged \$120 for each patient, and the average cost of treatment services is likely to reach \$5,700 per patient. The disease found on this survey alone will cost the taxpayers in excess of \$350,000 -- and there was another survey in April, because we knew there were likely to be new cases by then. Table 7 shows that we were right.

TABLE 7

Chest X-ray Survey, April, 1963*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Residual Population**	270	39	25	65	43	37	27	18	16
Persons X-rayed (Apr)	239	31	23	57	42	33	23	16	14
% of residual population	89%								
Number of Further New Active Cases	21	3	8	8	1	1			
% of those X-rayed	9%								
Further Cases Hospitalized by 30 Apr 63	21	3	8	8	1	1			
% residual pop.	8%								

* Eskimos only.

** After hospitalization of tuberculous patients after the January, 1963 X-ray survey.

As you can see, 89% of the remaining population of 270 were X-rayed in this survey and 21 further cases of new active disease were found. I should say that they were found on radiological evidence. You can understand that there has not yet been time to complete all the necessary laboratory studies to fix the degree of activity. But all these patients were considered sufficiently ill to justify sending them to the Clearwater Lake Hospital for further investigation and treatment. Table 8 summarizes the results of both surveys.

TABLE 8

Summary of Cases from X-ray Surveys of January & April, 1963*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Persons X-rayed	315	49	36	76	52	39	28	19	16
% of population	96%								
Number of Reactivations	5		1		1	1	1	1	
Number of New Active Cases	75	25	19	20	9	2			
TOTAL ACTIVE CASES:	80	25	20	20	10	3	1	1	
Males	43	15	9	11	3	3	1	1	
Females	37	10	11	9	7				
% of population	24%	41%	54%	26%	19%	8%	4%	5%	-

* Eskimos only. Films on all the 16 local white residents were clear. All active cases were hospitalized by 30 April 1963. There were two deaths, one male and one female, both in the 20-29 age group.

The score is now 80 cases out of a population of 329, or 24% of the community. Notice that about half the children under the age of 10 years had to be removed to hospital and that even in the adolescent and young adult age groups, from a quarter to a fifth of the population were hospitalized. Only the older age groups and particularly those over 60 years of age seemed to have escaped. This is an epidemic of the very young -- the unprotected -- the susceptibles. Needless to say I can think of better ways for us to spend the half million dollars in public money that this epidemic will cost us -- ways that would have benefited these children a good deal more.

Where did it start? Did it begin with one of the reactivation cases? Or did it begin with one of the cases found in the summer and fall of 1962 -- one of the handful of cases we always seem to get from these northern communities every year, in spite of everything we do to find and isolate the active cases and follow-up the old ones?

It isn't easy to give you an answer, but let us look again at the map on page .

You can see that the greatest concentration of cases, most of them found during the January survey, occurred at the right hand side of the map -- the eastern end of the village. Many of them are clustered around the home of a particularly open, far advanced case, whose house I have indicated on the map by means of an arrow. This patient is a young

Eskimo housewife of 20, recently married, with no children of her own. Knowing the hospitable natures of the Eskimos, their love for children and their habit of visiting from house to house, is it not likely that she might be the "spreader" in this epidemic? It's hard to say. In my view this is probably what happened. I thought you might like to know a little more about her.

This young woman was first hospitalized for suspected tuberculosis in 1958. The diagnosis at that time was "Minimal Arrested". She was X-rayed during the routine surveys of 1959 and 1961 and in each case the result was negative. Meanwhile she had been hospitalized for fractures of the right forearm and received treatment for acute keratoconjunctivitis, which left her with corneal scarring of both eyes, a lens opacity of the left eye and signs of old iritis.

The first symptoms, likely due to this fresh encounter with tuberculosis, occurred in September, 1962, when she came to the nurse at the newly built Eskimo Point Nursing Station complaining of vague "pain in the chest". She was advised to rest in bed and the pain went away. In December she was back, this time saying that the pain was severe. In due course she was evacuated to the Clearwater Lake Hospital. Meanwhile, two of her brothers had been hospitalized, suspected of having active tuberculosis. Now her husband is in hospital with moderately advanced tuberculosis of doubtful activity, and pulmonary sepsis.

What part did the epidemics of virus disease play in this explosion of tuberculosis? Table 9 shows the degree of association of these diseases with the active cases.

* Eskimos only.
** Two of these died.

As you can see, there were 44 cases associated with one or more of the virus diseases and 36 cases not associated with any of them. It is noteworthy that the two deaths occurred in patients in the 50-59 age group who had had all three of the virus diseases between May 1962 and February, 1963, according to extensive virology disease.

Table 10 shows how disturbing this outbreak has been to the make-up of the community -- 25% of the households have been affected with many or four cases in some and three cases in others.

TABLE 9

Cases of Tuberculosis Associated with Virus Disease*

ITEM	ALI AGE	AGE GROUPS							
		0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Tuberculosis and									
- German Measles	13	3	4	4		1	1		
- Simple Measles	4	4							
- Mumps	6	1	4	1					
- G. M. & S. M.	8	2	4	2					
- G. M. & Mumps	7		3	2	2				
- G. M. & S. M. & Mps	6	1	1	1	3**				
Total with virus disease history	44	11	16	10	5	1	1		
% total cases TB	55%								
Tuberculosis without history of virus dis.	36	14	4	10	5	2		1	
% total cases TB	45%								

* Eskimos only.

** Two of these died.

As you can see, there were 44 cases associated with one or more of the virus diseases and 36 cases not associated with any of them. It is noteworthy that the two deaths occurred in patients in the 20-29 age group who had had all three of the virus diseases between May 1962 and February, 1963, succumbing to extensive miliary disease.

Table 10 shows how disturbing this outbreak has been to the make-up of the community -- 55% of the households have been affected with as many as four cases in some and three cases in others.

TABLE 10

Distribution of Cases by Households

ITEM	TOTAL	Breadwinner	One Case	Two Cases	Three Cases	Four Cases
Eskimo Households in Community	82					
Eskimo Households Affected	45	7	23	14	4	4
% of Households	55%	9%	28%	17%	5%	5%
Eskimo Households Not Affected	37					

TABLE 11

Primary Cases - Active*

ITEM	ALL	AGE GROUPS							
		AGE	0-4	5-9	10-19	20-29	30-39	40-49	50-59
Eskimo Population	329	61	37	77	52	39	28	19	16
Primary Active:									
Non-bacillary	45	19	16	10					
Bacillary	4	4							
TOTALS	49	23	16	10					
% of Total Cases	61%								
% of Population	15%								

* All were Eskimos.

As one might expect from the age distribution of the cases, 61% of the 80 patients were considered to be in the primary active category. Further laboratory studies may reduce this number, but I should not be surprised if the final results show that at least 90% really have active disease requiring hospitalization for as long as 12 months. The number of youngsters under five years of age who were infected is shocking -- 23 cases, or over a third of the youngsters in this age group. As Table 11 shows, 15% of the total population were considered to have primary active disease. This supports my belief that what we have in this situation is a sudden breakdown after a period of reasonably good control.

Table 12 shows the distribution by age group of the cases of reinfection tuberculosis, in the pulmonary category. By "reinfection tuberculosis" I mean the type that develops in a person who has already had a primary infection.

TABLE 12

Cases of Reinfection - Active - Pulmonary*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Miliary	6	1	1	1	3**				
Minimal: Non-bacillary	5		1	2	1			1	
Bacillary	1			1					
Moderately Advanced: Non-bacillary	4			2	1		1		
Bacillary	0								
Far Advanced: Non-bacillary	3				2	1			
Bacillary	1				1				
TOTALS	20	1	2	6	8	1	1	1	
% of Total Cases	25%								
% of Population	6%								

* All were Eskimos. There were no cases amongst the 16 local white residents.

** Two of these died, one male and one female. There were no other deaths.

There were 20 cases of reinfection tuberculosis -- 25% of all the cases and 6% of the total population. Usually we consider that a 3% incidence of active disease amongst the Eskimos is high, although as recently as 1955 it was found to be as high as 8.5% in the Eastern Arctic. The way in which the older age groups escaped is interesting. Most of the cases were under thirty. Four old folks born in the 1880's had chest X-rays that were considered entirely free of active disease. One even had a negative tuberculin test!

Table 13 shows 9 cases of pleural effusion, one case with a tentative diagnosis of tuberculoma of the brain and another considered to have tuberculous pericarditis. Again the distribution of cases is confined to the young people.

TABLE 13

Cases of Extrapulmonary Tuberculosis - Active*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Pleural Effusion	9		1	4	2	2			
Pericarditis	1		1						
? Tuberculoma of Brain	1	1							
TOTALS	11	1	2	4	2	2			
% of Total Cases	14%								
% of Population	3%								

* All were Eskimos.

Table 14 sums up the story -- 80 cases, 69 pulmonary and 11 extra-pulmonary, 45 of them under the age of ten years and another 30 of them under the age of thirty. There were only five cases over thirty and three of these were reactivations of old cases.

TABLE 14
Summary of Active Cases*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
PULMONARY CASES:									
Primary	49	23	16	10					
Miliary	6	1	1	1	3**				
Minimal	6		1	3	1			1	
Moderately advanced	4			2	1		1		
Far advanced	4				3	1			
Total Pulmonary	69	24	18	16	8	1	1	1	
% All Cases	86%								
EXTRAPULMONARY CASES:									
Pleural effusion	9		1	4	2	2			
Others	2	1	1						
Total Extrapulmonary	11	1	2	4	2	2			
% All Cases	14%								
TOTAL CASES	80	25	20	20	10	3	1	1	
% of Population	24%								

* All were Eskimos.

** 2 of these died.

As Table 15 shows, we have given BCG vaccine to all the tuberculin negative people amongst those who remain in the village. This was done at the beginning of March. We are considering the possibilities of giving prophylactic INH to everybody, but there are difficulties in persuading people to take the pills regularly and we do not think that a haphazard distribution would be wise. We are open to suggestions.

TABLE 15

BCG Vaccinations*

ITEM	ALL	AGE GROUPS							
	AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60 +
Eskimo Population	329	61	37	77	52	39	28	19	16
Number of BCG Vaccinations Performed Previously	4		3 (1958)	1 (1958)					
Number of BCG Vaccinations Performed on 1 March 1963	47	22	8	5	4	5	1	1	1

* Eskimos only.

Some have said that the giving of BCG at this time will only cloud the picture. Others think that we should have instituted a BCG program at this village long ago. As you know, there is still considerable disagreement on this subject. We have relied in the past on an annual chest X-ray and medical survey, with usually about 60-70% coverage of the population. Considering that the Eskimo is a free Canadian, like the rest of us, we believe this represents good co-operation on his part and a reasonable check on the status of tuberculosis in the community. Nevertheless, here is an example where the disease got away from us.

This brings me to my final point. In Southern Canada, where chest X-ray survey coverage of the population is usually not as good as we can achieve in some of the isolated northern communities and where people seem to have become complacent about tuberculosis, I believe the kind of explosion you have seen demonstrated today could happen. It could happen suddenly -- from a single spreader such as the young housewife I told you about. My guess is that most of our youngsters under 20 years of age are tuberculin negative, having had neither an encounter with the disease nor BCG vaccination. They are sitting targets for that acid-fast bacillus with its high fat content, its sensitizing protein, its changing resistance to the best drugs we have and its long history of repeated victories over the human race. In my view we must continue and even increase our vigilance against this enemy, if we do not want him once again to become known as "Captain of the hosts of death".

* * * * *

TABLE 12

BCG Vaccinations*

ITEM	AGE GROUPS									
	ALL AGES	0-4	5-9	10-19	20-29	30-39	40-49	50-59	60-69	70+
Number of BCG Vaccinations Performed on 1 March 1961	47	55	8	2	4	2	1	1	1	1
Number of BCG Vaccinations Performed Previously	1		3 (1958)	1 (1958)						
Ekimno Population	529	81	37	77	52	39	28	19	10	

* Ekimno only.

Some have said that the giving of BCG at this time will only cloud the picture. Others think that we should have instituted a BCG program at this village long ago. As you know, there is still considerable disagreement on this subject. We have relied on the past on an annual chest X-ray and medical survey, with usually about 60-70% coverage of the population. Considering that the Ekimno is a first class, like the rest of us, we believe this represents good co-operation on his part and a reasonable check on the status of tuberculosis in the community. However, there is an example where the disease got away from us.

This brings me to my final point. In Southern Canada, where the X-ray survey coverage of the population is usually not as good as we can achieve in some of the isolated northern communities and where people seem to have become complacent about tuberculosis, I believe the kind of explosion you have seen demonstrated today could happen. It could happen suddenly -- from a single spreader such as the young housewife I told you about. My guess is that most of our youngsters under 20 years of age are tuberculin negative, having had either an encounter with the disease or BCG vaccination. They are sitting targets for that acid-fast bacillus with its high fat content, its waxy protein, its changing resistance to the best drugs we have and its long history of repeated victories over the human race. In my view we must continue and even increase our vigilance against this enemy. If we do not want him once again to become known as "Captain of the Gate of Death".

TABLED DOCUMENT NO. 3

BRIEF

ON THE

FINANCING OF EDUCATION IN THE NORTHWEST TERRITORIES
SCHOOL GRANTS AND TAX REVENUES

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November 5th, 1963

C. J. W. THOMPSON, CHIEF

FINANCING OF EDUCATION IN THE NORTHWEST TERRITORIES
SCHOOL GRANTS AND TAX REVENUES

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FINANCING FOR EDUCATION IN THE N.W.T.

SCHOOL GRANTS AND TAX REVENUES

PREAMBLE

The process of financing education in the Northwest Territories has been, until recently, an elementary procedure in those areas outside the two established municipalities of Hay River and Yellowknife. The Federal and Territorial governments have discharged their responsibilities by providing one hundred percent of the elementary education cost at such centers as Inuvik, MacPherson, Simpson, Rae, Smith, in government schools at Hay River (secondary) and at Yellowknife (secondary and vocational) and in many isolated smaller settlements throughout the north where the population has shown little interest in the administration of local affairs. Of the three established school districts only the two at Yellowknife have provided a fair share of the monies required for construction and operation from taxes levied within their districts. The third School District located at Hay River will probably continue to require private subsidy until such time as that District's tax base has grown appreciably or until new financing policies are developed.

The Interdepartmental Committee on Federal-Territorial Financial Relations in its Report on the Northwest Territories, 1962, "considered that greater encouragement should be given to the growth of local government by providing an intermediate stage in municipal development which would allow some measure of responsibility for the administration of local affairs beyond those of the Local Improvement District, and would include the collection of taxes and spending of tax revenue." (Sessional Paper No. 12, 1963, First Session). The Committee's Report of July 1961 (pages 19 to 22 inclusive) was considered and approved by Council, who in turn proposed that the new "incorporated local improvement district" or "village" government have essentially the same features already provided in the Municipal Ordinance of which the main responsibilities would be, "power to impose a real property tax and the power to expend monies thus raised on all matters normally considered to be of local concern, such as the construction and maintenance of roads and sidewalks, fire protection, garbage collection, street lighting, community centers, parks and recreation and public health."

In line with the policy to encourage the growth of local government the Committee considered the property tax paid by village ratepayers to be low in relation to the services received. Furthermore, since no contribution was being

made towards the cost of education the village tax rates were considered to be inequitable by comparison with the town tax rates and incompatible with the gradual advance towards Territorial autonomy. The latter objective implies assumption by the residents of the Territories of a more direct financial responsibility for the services they receive. The Committee's recommendation to levy a 10 mill property tax in villages to rectify the situation was accepted by Council and implementation was to be made through a Real Property Tax Ordinance at the Twenty-fifth Session in July 1963.

On behalf of the three organized school districts in the Northwest Territories and possibly for all those new school districts that will be formed in the future (Pine Point) we would like to take this opportunity to suggest that those who are responsible for drafting the Real Property Tax Ordinance take into account certain situations and consider certain problems which, in practice, work to the detriment of the orderly development of local government growth. These situations and problems create unfair burdens on those responsible ratepayers who are striving to meet their obligations honestly and to reasonably advance desirable community development in the Territories in accordance with the expressed policy of the government.

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TO: THE COMMISSIONER IN COUNCIL
NORTHWEST TERRITORIES

Solutions must be found to the problems facing organized School District operations otherwise northern residents will, quite properly, refuse to assume the additional financial burden of education. Some of these problems which will be considered by this Brief relate to inadequacies in

- (a) Eligibility for capital grants
- (b) Operating grants and working capital
- (c) Property tax system

Specific suggestions for improvement in existing legislation and objectives for future regulations are respectfully submitted for Council's consideration.

THE GRANTS SYSTEM

1. THE CAPITAL GRANTS SYSTEM SHOULD BE EXTENDED TO INCLUDE TEACHER ACCOMMODATION IN NORTHERN COMMUNITIES.

It is submitted that the problem of accommodation for teaching personnel in school districts is one of grave concern and therefore, it is suggested that Council give thorough study to the following observations with a view to extending the present Capital Grants system to include Teacher Accommodation for school districts in the Northwest Territories.

In order to fully understand the problem of teacher accommodation it must be considered in the light of:

- (a) Industrial treatment of the professional worker
- (b) Federal government provision for housing
- (c) Lack of risk capital in real estate ventures and housing projects.
- (d) General purpose of worker moving into northern community.

In the past 25 years the gold mining industry has inspired large scale interest in the Northwest Territories. Because this industry entails abnormal risk and is dependent upon a wasting asset the philosophy of the mining companies towards employee housing has been unusual. Gold mining companies have accepted the responsibility for the housing of key personnel throughout the area. While the danger in such a philosophy is readily apparent it is equally evident that to secure qualified and experienced staff adequate provision for housing is necessary.

Following the mining industry into the north were various government agencies who also found that in order to attract adequate staff it was essential to embark on some program of employee housing. Undoubtedly these government

housing projects were intended to be temporary in nature and were to be discontinued immediately the community assumed a "normal" urban character.

In point of fact the community has not matured as government assumed it would. Private investment for the most part continues to shun real estate ventures in gold mining centers because of the uncertain future. Individuals and private concerns who have entered the field of housing feel justified in demanding excessive profits necessitated by quick writeoffs predicated on assumed shortlived mining ventures. Naturally, the tendency is for public bodies to achieve maximum service at minimum cost and consequently they seldom patronize the private entrepreneur. It is true that more and more dedicated northerners are building substantial homes, especially in Yellowknife. This is understandable in the light of certain recent developments:

- (a) N.R.A. mortgages are now available and also are now guaranteed by the government. If the community fails the mortgagee feels he can abandon his debt and be out no more than rent money.
- (b) Gradual improvement in the standard of living in a community with a broadening industrial tax base.
- (c) Road access to the area has improved construction costs and a new confidence in the future of the Northwest Territories has begun to emerge.

Regardless of these favourable changes it would be untrue to assume Yellowknife has become a "normal" community from the standpoint of real estate investment. At present most medium-term and long-term credit sources refuse to place significant sums in real estate at Yellowknife.

In spite of the recent emphasis on Northern development the professional worker is generally attracted to northern communities not by a desire to pioneer, but more likely for a combination of the following reasons:

- (a) To increase his earning power, or at least to increase the opportunity to earn more than his southern counterpart.
- (b) To fulfil a spirit of adventure
- (c) To escape the conformity of large city life and find a personal identity
- (d) Because of company transfers of personnel.

Of the four suggested reasons only (c) gives any assurance of long-term residence. It must be conceded therefore that most teachers and professional workers in the north consider their residence in the area to be of a short-term nature. Consequently they desire adequate housing on a rental basis.

The cost of providing and subsidizing living quarters of acceptable standard for single female teachers as well as married personnel requires capital outlays for buildings and furnishings equal to twenty percent of the cost of new classroom space. It is improbable to conceive that this amount of money can be provided from tax revenues and operating grants, or full-cost loans. Higher standards of living in affluent communities such as Yellowknife with an assessment of \$9,000,000 will certainly bear the stress of education's rising operating costs but extended borrowing for capital expense tends to erode any gains made in operating.

At present there are no boarding houses in Yellowknife as such, where normal teacher arrangements can be made, especially for single girls. School Boards must rent such houses, suites in apartment buildings, or space in public rooming houses as may be available at considerable expense. This type of accommodation is usually second class and must be subsidized by School Boards often at outrageous costs resulting in chronic operating losses. There are 35 teachers employed by organized school districts at Yellowknife now, aside from government employed teachers. High rents would be necessary to provide housing on a self-supporting basis making it impossible to attract teachers without increasing salaries. Teachers salaries now account for 65 percent of operating costs; teacher accommodation subsidies add another 5 to 6 percent. Both of the organized school districts in Yellowknife have the same teacher salary schedule.

School Boards have no desire whatsoever to be in the housing business in any way, shape or form for the obvious reasons stated above, but there is no alternative at present. No doubt the government finds its position on housing to be akin to that of organized school boards having to provide modern apartments with every facility at subsidized rentals. Where government schools operate in the same communities as organized school districts, such as at Yellowknife and Hay River, there should not be unfair competition in this regard. Whether authorities are aware or not there is competition and the decision to move hinges on accommodation almost entirely.

It is the School Boards' firm opinion that construction grants for one-half of the cost of teacher accommodation should be made available to organized school districts in the Northwest Territories, a high cost area, at least until such

time as city conditions prevail. This is a legitimate request in a field usually exalted above the community center and the hockey arena both of which were recently approved in the Territories for construction assistance in the form of capital grants.

A hard look at another type of accommodation in the sphere of education demands urgent consideration for a much different reason and that is the unbalance caused by forced grouping with normal classroom students of:

- (a) Age-grade retardants
- (b) Physically handicapped children
- (c) Mentally retarded children
- (d) Minor delinquents.

Equality in subsidies might provide the necessary incentive to private enterprise to enter the field of accommodation in some areas, such as:

- (a) Supervised accommodation between vocational training graduation and gainful employment, especially for native peoples.
- (b) Accommodation of children of minority groups and others electing to live outside government hostels in order to attend the school of their choice.

The government presently pays \$45.00 per head per month for room and board in such cases whereas no student could be housed and fed in normal surroundings for less than \$100.00 per month in the Northwest Territories. In government hostels having large enrolments the cost is seldom less than \$130.00 per month. Some consideration should be given to adjusting such payments to prevailing conditions.

2. THE PRESENT METHOD OF DISPENSING THE OPERATING GRANT WORKS A HARDSHIP ON NEWLY ESTABLISHED SCHOOL DISTRICTS AND AUTOMATICALLY PLACES SCHOOL DISTRICTS IN A BORROWING CATEGORY FROM WHICH THERE IS NO ESCAPE.

In order to understand the necessity for a School District to borrow operating capital it must be remembered that approximately half of the income of a District is in the form of the Territorial grant, and this half is not collected until the school term is completed. As a result the Territorial grant will often be used to repay the loan which provided operating capital during any particular grant year. Furthermore, the School District is prevented, by Ordinance, to requisition any

more than one hundred and ten percent of estimated current requirements from the ratepayers. This means that at least ten years will be required to accumulate sufficient operating capital, by taxes, to eliminate the need for borrowing. In fact, more time will probably be required because it is generally impossible to forecast cost increases as quickly as they occur.

It is recommended that Council give serious consideration to amendment of the Ordinance to permit a payout of 80 percent of the operating grant within 60 days of the opening of the school term based on the enrolment and attendance records submitted monthly to the Chief Superintendent of Schools at Fort Smith, followed by payment of the hold back at year end.

3. PAYMENT OF THE OPERATING GRANT TO SCHOOL DISTRICTS IS BASED ON AVERAGE ATTENDANCE WHEREAS PAYMENT OF THE OPERATING GRANT FOR TERRITORIAL GOVERNMENT SCHOOLS IS BASED ON ENROLMENT.

The report of the Interdepartmental Committee on Federal-Territorial Financial Relations noted (page 5) that "during the 1957-62 period the Territorial Government met its responsibility toward the Federal Day Schools operated by the Department of Northern Affairs and National Resources by reimbursing the Federal Government at the rate of \$375 per pupil per year for Territorial pupils, being the average per pupil operating cost during the years 1952 to 1956 inclusive.

"The Committee notes that a pupil rate based on average attendance as recommended in the previous report placed an excessive financial burden on the Territorial Government because of the great variation in attendance of Federal pupils. It, therefore, considered that the pupil enrolment as of March 31st of each year would be a more equitable basis on which to calculate the fees to be paid for Territorial pupils. The Committee recommends that

- (a) For the five-year period commencing April 1, 1962, the Territorial Government reimburse the Federal Government for the operational cost of educating Territorial pupils in Federal Day Schools at the rate of \$630 per pupil per annum based on enrolment at March 31st in each year-----".

Based on enrolment at March 31st, the average per pupil cost of operating all Federal Day Schools in 1959-60 was \$633. Based on average attendance the cost during the same period was \$819.

A directive was sent to School districts in July 1963 stating that due to overcrowding in hostels twenty-five to thirty-five children not eligible for hostel attendance would be required to attend district schools. The parents of these children are absent from the community intermittently for at least three months of the school year in order that they may earn their livelihood by hunting, trapping or fishing, which makes a mockery of average school attendance.

The movement of large numbers of government employees from point to point often causes shifts in enrolment calling for unusual space maneuvering which is later lost along with the grant.

Because the Federal-Territorial Financial Committee found that pupil grants based on average attendance placed an excessive financial burden on the Territorial government, the same reasoning must be applied to school districts expected to provide classroom space for sudden changes in attendance at crucial times with no consideration grantwise. To rectify the disparity in operating cost of rapidly changing school populations the Territorial government receives grants on the basis of enrolment rather than attendance. The same policy should apply to district schools, especially those accommodating the bulk of the native population. Operating costs are tied to enrolment rather than average attendance, that is, the operating cost of any school building unit is constant for a given period whether it is 50 percent or 100 percent occupied.

4. THE PER PUPIL OPERATING GRANT IS BASED ON PAST AVERAGE COSTS AND FIXED FOR A FIVE YEAR PERIOD RATHER THAN ON PROJECTED FUTURE COSTS TAKING INTO CONSIDERATION SIGNIFICANT INCREASES INDICATED BY THE NATIONAL EDUCATIONAL COST TREND.

Although the average per pupil cost of operating all Federal Day Schools in 1959-60 was \$633 based on enrolment and \$819 based on average attendance, (up from \$375) a figure of \$630 was approved for the period 1962-67. It is submitted that the amount actually paid in either case would be the same at 77% average attendance. The "grant-cost" increase of 68% from \$375 for the period 1957-62 to \$630 for the period 1962-67 was not reflected in the increase to organized school districts of 20% in the elementary grades and 14% in secondary grades. The approved rate of \$630 per pupil based on 1959-60 could be very much below actual costs before 1967, the end of the five-year fixed period, in spite of the unprecedented increase in school population. A similar situation faces the school districts but on a greater scale because of a decreasing government participation in the sharing of local school expense.

It is strongly suggested, therefore, that recognized significant increases in educational costs on a National basis should be a determining factor in setting per pupil operating grants for any five year period in the Territories.

5. NO GRANT-IN-AID IS MADE FOR CURRENT CAPITAL EXPENSE.

A School District may receive financial assistance in the form of a capital Grant provided the procedures approved by Council at the July 1961 Session are followed. These procedures envisage new construction only, although this may include additions to existing buildings. No reference is made in the instructions to either land or equipment essential to the new building. However, in practice, the Territorial government has considered such expenditures to be eligible for grant purposes. By and large there is little criticism of the Capital Grant system as far as it goes; the difficulty is that it does not go far enough.

When expenditures of a capital nature are made in other than construction years there appears little possibility of a grant being made. In fact capital expenditures over and above repayment of debentures are made as a matter of course every year by probably every School District. Some of these expenditures might be for replacement of equipment which was originally eligible for capital grants and logic would insist they be eligible again. Other expenditures would be to provide new service or accommodation not previously provided by the District but now considered necessary. There does not seem any reasonable justification to exclude such expenditures from cost sharing by both local and Territorial governments.

In planning a new school it is customary to consider future as well as present needs. Whereas a building capable of housing a certain student population may be erected, it is almost certain maximum use will not be attained for a few years. Consequently, the Board will probably only furnish the new building for the present requirements with plans for additions as the school population demands. Under the present plan, however, only the equipment purchased the first year will receive consideration for grant and subsequent purchases will have to be provided from local taxes, that is, since the operating grant is fixed the cost of any current capital outlays must come from an increase in local tax revenues.

These expenditures are not insignificant and can cause some considerable difficulty for a struggling School District as their cumulative effect is felt over the years of operation. In the case of the School District No. 2 this has amounted to \$33,893 over the past eleven years.

We submit these expenditures should be eligible for a 50% capital grant if formally approved by Territorial authorities before purchase.

THE REAL PROPERTY TAX SYSTEM

1. FEDERAL GRANTS-IN-LIEU OF TAXES SHOULD BE SHARED BETWEEN TAX SUPPORTED SCHOOL DISTRICTS AND MUNICIPAL DISTRICTS IN THE NORTHWEST TERRITORIES.

Section 125 of the British North America Act states that:

"no land or property belonging to Canada or any province shall be liable to taxation."

Across Canada today, however, the principle of grant-in-lieu of taxes by the federal and provincial governments to municipal bodies is widely accepted. According to the Rowell-Sirois report:

"The principle is clear that the burden of providing services for government properties should be spread widely by federal or provincial taxation, as the case may be, and not charged against neighbouring properties."

In other words, it is not logical to exempt government bodies from urban taxation, where such properties tend to concentrate, because the cost of servicing such properties becomes the burden of the urban center where they are located, rather than the responsibility of the entire population. This principle has been strongly advocated by both municipalities and Royal Commissions and at the present time the Municipal Grants Act outlines the method by which municipalities may obtain federal grants-in-lieu. Legislation concerning provincial grants-in-lieu is not so consistently applied in all parts of Canada but this legislation is receiving serious consideration in several provinces and some changes may be expected.

It is the intention of this Brief to consider only federal grants-in-lieu with regard to the proper recipient of the grant and to make specific submissions for consideration to assure a logical distribution of funds.

FEDERAL GRANTS-IN-LIEU OF TAXES

In 1950 the federal government assumed a lead position in establishing the principle of grants-in-lieu, by payments based on 75% of the assessed value of any federal property, located in a municipality, which was in excess of 4% of the assessed value of all taxable federal property in that municipality. This formula remained in force until 1955, at which time the grant was increased to full taxes on any federal property in excess of 2% of the combined assessment of taxable federal property in a municipality. In 1957 the 2% floor was

removed and since that time the federal grant has been the equivalent of full real property tax on most of the federal property located wherever municipal services are provided.

It will be noted that certain federal property is not regarded as "taxable" or on which no grant is made. The exemptions are:

1. Real property used for conservation, irrigation, reclamation, rehabilitation or reforestation of land.
2. Parks, historical sites, monuments, museums, public libraries, art galleries or Indian reserves.
3. Any improvement to land or a structure that is not a building designed for the shelter of people, plant or movable property (e.g., piers, wharfs, runways, etc., but not the buildings on them or the land beneath them).
4. Self-contained defence establishments, but omitting buildings and land used for living quarters by married personnel, (provided the municipality foregoes any right to tax the occupants as Crown tenants).

Under the terms of the Municipal Grants Act any municipality may make an annual claim for a grant-in-lieu of municipal and school taxes on any non-exempt federal property, exclusive of Crown Corporations. These latter corporations, (e.g., C.N.R., C.B.C., etc.), make their own payments-in-lieu of property taxes.

At the present time those municipalities in the Northwest Territories receiving federal grants-in-lieu regard these funds as revenue of the municipal corporation. Accordingly, the federal payments reduce the mill rate for town purposes and, through this action, serve, indirectly, to increase the school mill rate.

DISCUSSION

Since the federal grant-in-lieu is calculated on the current mill rate in force in a municipality, for both town and school purposes, it is apparent that the federal government has thereby discharged all of its responsibility to local municipalities for services received. These services include all

general benefits such as roads, sidewalks, sewer and water, street lighting, fire protection and so forth, as well as the benefit of tax supported public and separate schools, providing schooling for the children of civil servants.

PART A - CURRENT MILL RATE PROCEDURE

In Yellowknife, (the only municipal district for which 1963 tax figures are presently available), the general economic division of the services provided by the town and school districts according to actual requirements is as follows:

TABLE 1

REQUIRED FOR	AMOUNT REQUIRED FROM TAXES AND GRANT-IN-LIEU	PERCENT
Municipal purposes	\$ 181,220	44
School purposes	231,570	56
TOTAL	\$ 412,790	100

It is obvious that the tax supported services provided by the school districts have a greater economic value than those provided by the municipal corporation. This fact should be recognized when devising mill rates, otherwise there will be no logical relationship to the actual financial requirements.

In calculating mill rates for the Municipal District of Yellowknife it is the current practice to exclude the Federal government assessment on which the grant-in-lieu of taxes is based. The exclusion of Federal assessment from total general assessment for the purpose of striking mill rates in reality destroys the natural relationship which should exist between property assessment and current tax spending. This practice also ignores the spirit and intention of the Federal government grant-in-lieu, that is to discharge its responsibility to the municipality for services rendered - the largest portion of which is the benefit of tax supported public and separate schools. The method used at Yellowknife at the present time is illustrated below:

Municipal Budget Requirement (Table 1)	\$181,220
Less: Federal grant-in-lieu (1,597,460 x 54 mills)	86,264
Net Municipal Requirement	<u>\$ 94,956</u>

In the following Table 2 the actual mill rate construction at Yellowknife for 1963 is detailed.

TABLE 2

TAXPAYERS*	NET ASSESSMENT	MILL RATE	TAX YIELD		YIELD°	%
			Town Purposes	School Purposes		
Land & Imprvments	4,674,220	16	\$74,787			
Business	2,521,136	8	20,169			
TOTAL TOWN PURPOSES			\$94,956		\$94,956	30
Land & Imprvments	4,674,220	38		\$177,620		
Business	2,521,136	19		47,901		
TOTAL SCHOOL PURPOSES				\$225,521	225,521	70
GRAND TOTAL					\$320,477	100

- * Exclusive of Federal Assessment
- ° Exclusive of Federal Grant-in-lieu.

It is immediately apparent that the reduction of the town requisition by the whole amount of the Federal Grant-in-lieu has caused a shift in mill rates and destroyed the natural relationship derived in Table 1.

	ACTUAL 1963		TABLE 1
	Mill Rate	%	%
Town Mill Rate	16	30	44
School Mill Rate	38	70	56
TOTALS	54	100	100

It is important to note also that the dollar yield actually derived at Yellowknife in 1963 for school purposes by applying the above mill rate of 38 varies considerably from the required amount shown in Table 1. A comparison of the actual requirements and yields is shown in the following Table 3:

TABLE 3

MUNICIPAL REQUIREMENTS	AMOUNTS REQUISITIONED	YIELD FROM TAXES	TAX YIELD VARIANCE	
			Over	Under
Net Town Services	\$ 94,956	\$ 94,956	-	-
School Services	231,570	225,521	-	\$6,049
TOTALS	\$326,526	\$320,477	-	\$6,049

The method of mill rate development used at Yellowknife in 1963 and illustrated in Table 2 resulted in a mill equivalent dollar value of \$5,935 approximately from taxes. The tax yield variance in Table 6 is \$6,049, or in excess of one mill by the amount of \$114. If an adjustment of one mill were effected then it would have been possible to strike mill rates having a variance of only \$114. Accordingly the mill rates might have been:

	CORRECTED		TABLE 1
	Mill Rate	%	%
Town Mill Rate	16	29	44
School Mill Rate	<u>39</u>	<u>71</u>	<u>56</u>
TOTALS	<u>55</u>	<u>100</u>	<u>100</u>

It is obvious from the above that the mill rate of 39 for School purposes would have resulted in a requisition equalization and a much smaller variance. The equalization of demand and yield for Schools through increasing the mill rate by one to 39 further aggravates the shift in mill rates by reducing the Town share to 29% of the total community budget. On the surface there appears to be no logical reason for the mill rate of 38 for schools used in Yellowknife for 1963. However, a possible explanation for the one mill discrepancy is that the Municipal Council recognized, in part, the validity of the claims by the School Boards (presented in memorandum form at special meetings and by letter prior to striking the 1963 mill rates) that the Federal grant-in-lieu of taxes should be divided between the municipality and the school boards and consequently artificially reduced the school mill rate with the intention of making up the school yield deficiency from Town revenues.

PART B - DIVISION OF CORPORATION TAXES BETWEEN SCHOOL DISTRICTS

Where more than one kind of school district, (e.g., Public and Separate), has been erected in a municipality Section 85 of the School Ordinance must be applied to share school tax revenue from undeclared sources. The formula for sharing is based on the percentage of declared individual assessment to total individual assessment for each district. For example, in 1963 these percentages were calculated for Yellowknife as follows:

To allocate Undeclared Land and Improvement School Taxes between School Districts the following percentages would apply:

TO THE PUBLIC SCHOOL:

$$\frac{\text{P.S. Individual Real Assessment}}{\text{Total Individual Real Assessment}} \text{ or } \frac{958,230}{1,415,760} = 67.7\%$$

TO THE SEPARATE SCHOOL:

$$\frac{\text{S.S. Individual Real Assessment}}{\text{Total Individual Real Assessment}} \text{ or } \frac{457,530}{1,415,760} = \frac{32.3\%}{100.0\%}$$

To allocate Undeclared Business School Taxes between School Districts the following percentages would apply:

TO THE PUBLIC SCHOOL:

$$\frac{\text{P.S. Individual Business Assessment}}{\text{Total Individual Business Assessment}} \text{ or } \frac{133,261}{155,456} = 85.7\%$$

TO THE SEPARATE SCHOOL:

$$\frac{\text{S.S. Individual Business Assessment}}{\text{Total Individual Business Assessment}} \text{ or } \frac{22,195}{155,456} = \frac{14.3\%}{100.0\%}$$

TABLE 4
SOURCE AND DIVISION OF ACTUAL SCHOOL TAXES
Yellowknife 1963

TAXPAYER CATEGORY	ASSESSMENT		SCHOOL TAX		ALLOCATED TO	
	Land and Impvmnts	Business	Mill Rate	Yield	Public School	Separate School
<u>DECLARED</u>						
Individuals	1,415,760		38	53,799	36,413	17,386
		155,456	19	2,954	2,532	422
Corporations	230,170		38	8,746	6,460	2,286
		95,860	19	1,821	1,609	212
<u>UNDECLARED</u>						
Corporations	3,028,290		38	115,075	77,906	37,169
		2,269,820	19	43,126	36,959	6,167
TOTALS	4,674,220	2,521,136		225,521	161,879	63,642

Table 4 is presented above as an enlargement of Table 2 which indicated the actual 1963 mill rates for Town and School purposes. Table 4 gives the breakdown of tax revenues between the schools in accordance with the provisions of the School Ordinance.

Some recognition must also be given to the variances between school requisitions and the allocation of taxes derived in Table 4. In Table 5 below the variances are analyzed:

TABLE 5
ANALYSIS OF VARIANCE BETWEEN SCHOOL
REQUISITIONS AND TAX YIELDS AT YELLOWKNIFE - 1963

SCHOOL DISTRICTS	AMOUNTS REQUISITIONED	TAX YIELD TABLE 4	TAX YIELD VARIANCE	
			Over	Under
Public School Dist. #1	166,170	161,879		4,291
Sep. School Dist. #2	65,400	63,642		1,758
TOTALS	231,570	225,521		6,049
Difference due to Mill rate variance (Table 3)		6,049	6,049	
	231,570	231,570	6,049	6,049

It will be noted from the above Table that the mill rate of 38 was too low to satisfy the requisitions of both School Districts. This indicates that under present practice certain discrepancies do occur between requisitions and yields but apparently are not considered of any great concern, especially so when funds available to the municipal district are not a problem, that is, when the grant-in-lieu can be used to manipulate the mill rate; in this case to set a rate which will pay the difference between school yield and school requisition.

PART C - DEVELOPMENT OF EQUITABLE MILL RATES

In Table 1 of Part A above a general economic division of Yellowknife services is shown to be 44% for Municipal purposes and 56% for School purposes and further, in Table 2, it is shown that a total tax of 54 mills was applied to actual assessment to approximate the overall requirements of the two requisitioning parties. Moreover, by Table 3 it is shown that the mill rate should have been 55 to satisfy current needs. Development of equitable mill rates for each party would only be possible by applying the percentages developed in Table 1. Using actual assessment figures for 1963 the calculations presented in Table 6 show the development of mill rates and the tax

yields necessary to achieve the realistic economic division of the tax burden called for in Table 1.

TABLE 6

ALL TAXPAYERS	TOTAL ASSESSMNT	MILL RATE	TAX YIELD		TOTAL YIELD	%
			Town Purposes	School Purposes		
Land & Impvmnts	6,271,680	24	150,520			
Business	2,521,136	12	30,254			
TOTAL FOR TOWN PURPOSES			180,774		180,774	44
Land & Impvmnts	6,271,680	31		194,422		
Business	2,521,136	15.5		39,078		
TOTAL FOR SCHOOL PURPOSES				233,500	233,500	56
GRAND TOTAL					414,274	100

The mill rates developed in Table 6, that is 24 mills for Town purposes and 31 for School purposes, do approach the desired proportionate division derived in Table 1, that is:

	Mill Rate	%
Town mill rate	24	44
School mill rate	<u>31</u>	<u>56</u>
Total	<u>55</u>	<u>100</u>

It is important to note here that the dollar yields corresponding to the mill rates developed in Table 6 do not exactly equal the requisitioned amounts prescribed in Table 1. A comparison of the yields and requisitions follows:

TABLE 7

MUNICIPAL REQUIREMENTS	AMOUNTS REQUISITIONED	YIELD FROM TAXES	TAX YIELD VARIANCE	
			Over	Under
Town Services	\$181,220	\$180,774		446
School Services	231,570	233,500	1,930	
TOTALS	\$412,790	\$414,274	1,930	446

The tax yield variance could be eliminated by employing fractional mill rates. Such a procedure would require more complex calculations and does not, therefore, appear warranted provided

The funds raised by whole mill rates are not applied for purposes other than the requisitions dictate and provided the tax yield variance is credited or debited to the proper account as required by Ordinance.

It would be possible, of course, to extend this development of mill rates to show the effect between School Districts, as was done in Table 4. The important feature to be noted from Table 6 is that Federal assessment is included for the purpose of establishing mill rates and tax yields. If this Federal assessment is not included in the development of school mill rates then the natural relationship between supply (taxes) and demand (requisitions) is lost and the illusion is created in the eyes of the taxpayer that an unreasonable percentage of his tax dollar is required for school purposes.

PART D - THE SCHOOL TAX BASE

In most communities in the Northwest Territories several factors combine to provide a rather unique problem where local assessment is concerned. These factors are:

- (1) A relatively high proportion of federal investment to overall investment in land and improvements.
- (2) A relatively high proportion of native population to total urban population.
- (3) Private investment is generally confined to low-cost construction and sub-standard housing.
- (4) An abnormally high birth rate and subsequently large school population per capita.

While it is realized that the system of Federal schools has been created to overcome the effect of these factors, it is probable that more municipalities will be created and new school districts will be erected in the not too distant future; example Pine Point. As these municipal bodies come into being the problem of sharing the Federal grant-in-lieu will become more urgent from the viewpoint of the school districts.

In Yellowknife, where private investment forms a much higher proportion of total investment than in any other Territorial community, the sharing of the Federal grant-in-lieu appears to be a necessity at the present time. Consider the effect of including Federal property in the school tax base as shown in the following Table:

TABLE 8

SCHOOL TAX YIELD PER MILL AT YELLOWKNIFE 1963

	INCLUDING FEDERAL GRANT		EXCLUDING FEDERAL GRANT	
	Amount	%	Amount	%
Individual - Real Property	\$1,416			
Business	78			
Declared Corps. - Real property	230			
Business	48			
DECLARED TOTAL	1,772	24	1,772	30
Undecl. Corps. - Real property	3,028	} 55	3,028	} 70
Business	1,135		1,135	
Federal - Real property	1,597	21		
TOTAL	\$7,532	100	\$5,935	100

The total declared yield per mill of \$1,772 in Table 8 is made up of \$1,237 for the Public School and \$535 for the Separate School. The yield for Separate School purposes is dependent upon Declared taxpayers only, since Undeclared taxpayers pay at the Public School rate by Ordinance.

Table 8 shows that about 21% of the school tax revenue at Yellowknife could originate from the Federal grant-in-lieu. When Federal property assessment is excluded from the school tax base not only does it destroy the natural relationship which should exist between property assessment and current tax spending but it has the added ill effect of:

- (1) Decreasing the school tax yield per mill by \$1,600 from \$7,532 to \$5,935.
- (2) Increasing the school tax required from Declared sources by 6%, from 24% to 30%.
- (3) Increasing the school tax required from Undeclared sources by 15%, from 55% to 70%.

CONCLUSIONS:

1. From the foregoing it is obvious that the Federal grant-in-lieu is based on monies required for the operation of the Municipal Corporation and the School Districts. At the present time the Municipal Corporation appropriates all of the Federal grant and the School Districts receive none of it. The overall effect of this treatment is that the Municipal mill rate is reduced and the School mill rate is increased.
2. The present method of allocating the entire Federal grant-in-lieu to Municipal use causes a wide disparity between Town mill rates and School mill rates. This tends to create the illusion in the eyes of the taxpayer that an unreasonable percentage of his tax dollar is required for school purposes.
3. The exclusion of Federal assessment from total general assessment for the purpose of striking mill rates in reality destroys the natural relationship which should exist between property assessment and current tax spending. This practice also ignores the spirit and intention of the Federal grant-in-lieu, that is to discharge its responsibility to the municipality for tax supported services rendered - the largest portion of which is the benefit of tax supported Public and Separate schools.
4. If the Federal grant-in-lieu is distributed between the Town and the School districts the general economic division of the services provided by the Town and the School districts would be recognized, the natural relationship which should exist between property assessment and current tax spending would be satisfied, the Federal government responsibility to the municipality for tax supported services rendered would be discharged and the school mill rates would assume a realistic position in tax dollar spending.
5. It is obvious from the foregoing that the total tax load on the taxpayer would remain the same under any scheme of distribution of the Federal grant-in-lieu; the only change would be in the mill rates. The grant-in-lieu could be distributed on a percentage basis according to the share each budget requisition is of the total tax monies required by the Town and the Schools. Once the principle of sharing the grant-in-lieu is established, the mechanics of distribution would be a matter of facility.

- 2. NO SCHOOL DISTRICT, PUBLIC OR SEPARATE, OF THE SIZE REQUIRED TODAY AT VARIOUS LOCALITIES THROUGHOUT THE NORTH COULD BE SUPPORTED BY TAXES AT REASONABLE MILL RATES WHEN TOTAL ASSESSED VALUE IN A MUNICIPALITY IS LESS THAN \$4,000,000.

Because of the unique problem of local assessment in northern communities, as outlined in Part D of 1 above, the cost of educational facilities will increase at a more rapid rate than the cost of other municipal services. The communities where School Districts are established must face the fact that school requisitions will increase annually because of certain uncontrollable factors (e.g., high birth rate, competitive increases in teachers' salaries which make up 65% of operating costs, etc.) thereby necessitating higher school mill rates. Since the Federal grant-in-lieu is partly based on school mill rate this means the government will pay an ever increasing amount to municipalities. If the present treatment of Federal grants-in-lieu continues, the Town in turn will have more grant money available to subsidize town services. Accordingly, the municipal mill rate will tend to decrease because of a shift of the tax burden to the schools.

There are two Towns in the Northwest Territories with municipal district administrations, there are two more settlements contemplating municipal status as Villages, and a new industrial (mining) town is under construction. Of the five, Yellowknife has by far the largest assessment value, in excess of \$9,000,000. The second town is Hay River with total assessment valued at \$2,200,000 before the recent flood. Fort Smith, with an assessment of \$4,500,000 and Fort Simpson at \$1,500,000 are considering municipal (Village) status. The new mining town of Pine Point is under construction and will rapidly reach Village, if not Town status with significant assessment, probably of the order of \$5,000,000 by 1966.

At Yellowknife the mill rate is presently 54 mills, which produces slightly over \$400,000 in tax revenues (including Federal grant-in-lieu) of which 56%, or \$233,500 provides the municipal cost of operating the two tax supported schools with a total population of 700 pupils. Tax yield per pupil is \$334. At Hay River a mill rate similar to that at Yellowknife, (54 mills), would produce an estimated \$104,000 in tax revenues. If it is further assumed that the Hay River municipal services are in the same proportion of the total tax yield as Yellowknife, then the \$104,000 would be logically divided as follows:

Hay River municipal purposes	(44%)	\$45,760
Hay River school services	(56%)	<u>58,240</u>
TOTAL TAX YIELD		<u>\$104,000</u>

This would mean that for an approximate Hay River school population of 410 students the tax yield would be \$142 per pupil from \$58,240 of school tax. In Yellowknife at the present time the school tax yield is considered barely adequate at \$334 per pupil.

The Federal School system helps to alleviate the problem at Hay River by accommodating some 230 students.* A token 10 mills is paid by non-separate school supporters to the Territorial government for this service. The yield from this 10 mills is not known but it is likely to be about \$11,000. If the taxes raised for school purposes were reduced accordingly, (\$57,000 - \$11,000), the tax yield per student for the established school district would become \$250. This amount is still well below the minimum acceptable yield at Yellowknife. In both the examples above the Federal grant-in-lieu is included.

The point here is that the contemplated Municipal status for Fort Smith and Fort Simpson with their low assessment could not hope to support schools by taxes under the Yellowknife method of treating Federal grants-in-lieu, but a distribution of the grant-in-lieu could provide an impetus toward establishment of tax schools once an acceptable assessment is attained. This would be especially significant at Fort Smith where Federal assessment forms such a high proportion of total municipal assessment.

A study of all the aspects of assessment in terms of school costs, student enrolment, total population and tax base is recommended. There is no doubt some definite relationships can be established on which to base Real Property Tax consideration. For instance at Yellowknife where there exists a major industrial tax base it may be shown that, in spite of the increasing cost of educating a student, there is a corresponding decrease in the amount of assessment required to support a student.

YELLOWKNIFE PUBLIC SCHOOL TAX BASE

<u>YEAR</u>	<u>ASSESSMENT</u>	<u>STUDENTS</u>	<u>ASSESSMENT PER STUDENT</u>
1960-61	\$4,128,605	364	\$11,342
1961-62	4,171,732	378	11,316
1962-63	4,178,896	408	10,242
1963-64	4,259,975	449	9,487

Currently some \$10,000 of assessment at 38 mills at Yellowknife will provide sufficient tax monies to support a student in the school atmosphere to which he has become accustomed

and at a mill rate close to the National average for towns of similar circumstance. A rate of 24 mills will accomplish the same thing if the Federal grant-in-lieu is shared. Not so in Hay River where there is no broad industrial tax base, therefore there is little or no annual capital expenditure to maintain and improve plant and employee living standards, which are the factors influencing assessment values. In the absence of equalized assessment Territorial grants should be designed to provide an equalizing effect.

Nor can we expect the old settlements of Simpson, McPherson, Rae, etc. to support the general services normally considered to be of local concern, aside from the high cost of education, when the economy is based on transportation, trapping and fishing. Government enterprise momentarily supplies the impetus and replaces the industrial base of private enterprise at almost all centers in the north except for Yellowknife and at the coming new mining town of Pine Point. Therefore, government must continue to maintain and improve its plant and keep up the standard of living (especially accommodation) for civil servants; because of its investment and its policy to advance gradually towards responsible local government it has an obligation to do so, at least until such time that private industrial enterprise takes over. The impetus to accelerate this latter condition has been lagging, and the judicious use of incentives must be employed to attract industry and counteract the shrinking industrial tax base.

3. BECAUSE OF THE LACK OF AN ADEQUATE TAX BASE, THE FINANCING OF EDUCATION AND THE POLICY OF GREATER ENCOURAGEMENT TOWARDS THE GROWTH OF LOCAL GOVERNMENT MUST ADVANCE IN SOME INTERIM ATMOSPHERE CONDUCTIVE TO THE DEVELOPMENT OF BOTH IN HARMONY.

It has been demonstrated that towns and villages with an inadequate tax base, or with less than \$4,000,000 total assessment, cannot support a school district, therefore an interim method of financing education is proposed.

If the 10 mill real property tax for education in towns and villages throughout the north is implemented and revenues are deposited with the Territorial government the taxpayers should, in turn, be permitted a token participation in administration of the schools they support. So far there is no indication this condition will evolve but it must if the policy of local government growth is to advance and the ratepayers are to assume their rightful responsibilities in education.

In order to achieve an environment wherein all the expressed policies may advance in harmony it is suggested that a school financing arrangement similar to that now in force in the Yukon Territory may provide a solution, that is, until such time as a community attains the proper assessment and other normal requirements to support tax collection and the spending of tax revenues to provide the required educational services.

The Yukon agreement specifies that education, with or without school districts, public or separate, is a territorial responsibility (as in the Northwest Territories) as to curricula, teaching qualifications, examinations, over-all supervision and grant allocations. Within this framework there is provision for consultation between government and an elected advisory committee (equivalent to school board) in the responsibility for the design of the school and the grounds, the calling of tenders and the award of contracts, the care, management and supervision of school property, the promoting of harmonious teacher relations, and the general improvement and extension of education facilities.

The Territorial government picks up the tab for capital costs of construction, utilities, landscaping, equipment and furniture for both school buildings and teacherages. Operating costs are paid monthly on a per pupil basis and are all-inclusive (bus transportation as well) except for religious educational material which must be provided by church authorities.

In return for the payment of all capital and operating costs the Territorial government levies and collects a school tax which in effect stamps the system as "publicly supported" schools. When conditions permit, possibly when assessment is of such a value as to support by tax revenues the general services, including education, in any Yukon community, the agreement provides for the establishment of school districts, other than Territorial schools, and when this is done all capital contributions are transferred to the district ratepayers for the nominal sum of one dollar.

This arrangement provides for economical operation of schools and gives the ratepayers in any community a fair share in the administration of this service, a condition which does not now exist in Territorial schools in the Northwest Territories. At the present time the Municipal governments and the Territorial government share the tax load by each levying 14 mills for educational purposes, in the Yukon.

An important point to note here is that school districts usually operate more economically than government schools and a considerable saving could be realized in overall expense by transferring a fair share of administration to ratepayers in all tax producing communities.

SUMMARY

THE GRANTS SYSTEM

1. **CAPITAL GRANTS FOR TEACHER ACCOMMODATION.** Because no community has assumed a normal urban character in the Northwest Territories credit sources will not make available significant sums of money for normal real estate development, and since teachers and professional workers in the north consider their residence in the area to be of a short-term nature school systems (district and government) are forced to provide adequate housing on a rental basis. In order to avoid competition, relieve school districts of current capital outlay and equalize primary accommodation provisions throughout the entire northern education system it is strongly suggested that the present Capital Grants Ordinance be extended to include 50 percent of funds for construction of teacher accommodation.
2. **DELAY IN PAYMENT OF OPERATING GRANTS.** Since operating grants based on average attendance are paid after completion of the school year, school districts are automatically placed in a borrowing category. It is suggested that amendment of the Ordinance to permit payment of 80 percent of the grant, based on enrolment, within 60 days of the opening of the school term be considered.
3. **OPERATING GRANT BASE CHANGE FROM AVERAGE ATTENDANCE TO ENROLMENT.** Because of attendance variations the Territorial government found it necessary to replace operating grant calculations based on average attendance by payments based on enrolment. A similar policy might well be considered for School Districts, especially since operating costs are tied to enrolment rather than to attendance, that is the operating cost of any school building unit is constant for a given period whether it be 50 percent or 100 percent occupied. It has been suggested that Districts can control attendance and that Grants based on attendance provide an incentive to reduce truancy. It is the contention of this Brief that truancy does not affect attendance as much as other social problems relating to children staying out of school.
4. **NORMAL ANNUAL INCREASES IN EDUCATIONAL COSTS SHOULD BE A DETERMINING FACTOR IN SETTING PER PUPIL OPERATING GRANTS FOR ANY FIVE YEAR PERIOD.** Unless the ever increasing cost of education is recognized by the administrators of a school system as a fact of life, financing difficulties are bound to arise at some point in the five-year agreement period because the fixed grant will gradually reduce the government's share of the total cost of operation. It is recommended that future deliberations for grant fixing recognize the national trend of increasing educational costs so as to provide for cost sharing equalization over the full period.

5. ELIGIBILITY OF CURRENT CAPITAL EXPENSE. Provision for amendment of the Capital Grants Ordinance to include legitimate, approved current capital expense should be considered.

THE REAL PROPERTY TAX SYSTEM

1. FEDERAL GRANTS--IN-LIEU OF TAXES SHOULD BE SHARED BETWEEN TAX SUPPORTED SCHOOL DISTRICTS AND MUNICIPAL DISTRICTS IN THE NORTHWEST TERRITORIES. The present method of allocating the entire Federal grant-in-lieu to Municipal use causes a wide disparity between Town mill rates and School mill rates. This tends to create the illusion in the eyes of the taxpayer that an unreasonable percentage of his tax dollar is required for school purposes. The exclusion of Federal assessment from total general assessment for the purpose of striking mill rates in reality destroys the natural relationship which should exist between property assessment and current tax spending. This practice also ignores the spirit and intention of the Federal grant-in-lieu, that is to discharge its responsibility to the municipality for tax supported services rendered - the largest portion of which is the benefit of tax supported Public and Separate schools. If the Federal grant-in-lieu is distributed between the Town and the School districts the general economic division of the services provided by the Town and the School districts would be recognized, the natural relationship which should exist between property assessment and current tax spending would be satisfied, the Federal government responsibility to the municipality for tax supported services rendered would be discharged and the school mill rates would assume a realistic position in tax dollar spending.
2. TOTAL ASSESSMENT OF AT LEAST \$4,000,000 IS REQUIRED IN NORTHERN MUNICIPALITIES TO SUPPORT SCHOOL DISTRICTS BY TAXES AT REASONABLE MILL RATES TODAY. The total value of assessment in a community will largely influence the success of the government policy of greater encouragement towards the growth of local government and especially so where tax supported services are to be all inclusive. Currently some \$10,000 of assessment at reasonable mill rates must be found to support each student in the school atmosphere to which he has become accustomed. The contemplated Village status for Fort Smith and Fort Simpson with their low assessment will not permit tax supported schools under the Yellowknife method of treating Federal grants-in-lieu, but distribution could provide the impetus to do so once an acceptable assessment is attained.
3. BECAUSE OF THE LACK OF AN ADEQUATE TAX BASE, THE FINANCING OF EDUCATION AND THE POLICY OF GREATER ENCOURAGEMENT TOWARDS THE GROWTH OF LOCAL GOVERNMENT MUST ADVANCE IN SOME INTERIM ATMOSPHERE CONDUCTIVE TO THE DEVELOPMENT OF BOTH IN HARMONY. The Yukon agreement for the financing of education provides for

economical operation of schools and gives the ratepayers in any community a fair share in the administration of this service. This appears to be the obvious solution in communities such as Hay River where there is a lack of adequate tax base to support the existing School District. It is strongly recommended that the School Ordinance be expanded to include this system for the financing of education in low assessment communities contemplating municipal status.

Respectfully submitted by:

YELLOWKNIFE PUBLIC SCHOOL DISTRICT NO. 1

C. E. C. Brown

C. E. C. Brown, Chairman, Trustee Board

YELLOWKNIFE SEPARATE SCHOOL DISTRICT NO. 2

Norman W. Byrne

Norman W. Byrne, Chairman, Trustee Board

HAY RIVER SEPARATE SCHOOL DISTRICT NO. 3

W. R. McBryan

W. R. McBryan, Chairman, Trustee Board

Yellowknife, N.W.T.
November 5th, 1963.

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