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Wednesday, November 26, 1975

Speaker: The Honourable Donald Taylor

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Whitehorse, Y.T.
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(MR. SPEAKER READS DAILY PRAYER)

Mr. Speaker: Madam Clerk, is there a quorum present?

Madam Clerk: There is, Mr. Speaker.

ROUTINE PROCEEDINGS

Mr. Speaker: I will now call the House to order.

Are there any documents or correspondence for tabling this morning? The Honourable Member from Whitehorse North Centre.

Hon. Mr. McKinnon: Mr. Speaker, I have for tabling today, Sessional Papers Numbers 2, 3 and 5. I also have for tabling, Mr. Speaker, the following reports prepared according to Ordinances: Regulations Report pursuant to Section 37 of the Interpretations Ordinance; the Electric Public Utilities Board Annual Report for 1974-75 pursuant to Section 18 of the Electric Public Utilities Ordinance; the Annual Report of the Chief Electrical Inspector pursuant to Section 15 of the Electrical Protection Ordinance; the Auditor General's Report to Council on the Yukon Territory Compensation Fund for the year ended December 31st, 1974; the Auditor General's Report to Council of the Yukon Territory for the year ended March 31st, 1975; the Auditor General's Report to Council on the Financial Statements of the Yukon Territory for the year ended March 31st, 1975, pursuant to Sub-section 26 (1) of the Yukon Act.

I also have for tabling, consultant studies and other documents entitled "Dawson City Community Services Report", and "Proposed Amendments to the Territorial Land Use Regulations".

Mr. Speaker: Are there any further documents or correspondence for tabling this morning?

The Honourable Member from Porter Creek.

Hon. Mr. Lang: Yes, Mr. Speaker.

Mr. Speaker, I have for tabling, the following reports prepared according to Ordinances: The Superintendent's Report, 1974-75, pursuant to Section 16 (2) of the School Ordinance; the Workmen's Compensation Board Annual Report, pursuant to Section 56 of the Workmen's Compensation Ordinance, and also the following document is also tabled, "Smelter Feasibility Study".

Mr. Speaker: The Honourable Member from Whitehorse West.

Hon. Mrs. Whyard: Mr. Speaker, I have this morning for tabling, Sessional Papers Number 1 and Sessional Paper Number 4. I also have for tabling, the following reports prepared according to Ordinances: Correction Director's Report, pursuant to Section 4 (1) of the Corrections Ordinance; Zone Director's Report pursuant to Section 7 of the Health Care Insurance Ordinance; the Annual Report of the Director of Hospital Insurance Services, pursuant to Section 8 of the Hospital Insurance Services Ordinance; Public Accounts, Territorial Accounts, pursuant to Section 35 of the Financial Administration Ordinance.

Other reports I have for tabling, Mr. Speaker, are Auditor General's Report on the Yukon Housing Corporation; Tolerance Standard for Airborne Asbestos in Mining Plants and Operations in the Yukon Territories.

Mr. Speaker: Are there any further documents or correspondence for tabling?

Are there any reports of Committees?

Are there any Bills to be introduced? The Honourable Member from Whitehorse North Centre.

Bill Nos. 3, 9, 11 Introduced

Hon. Mr. McKinnon: Mr. Speaker, I beg to move, seconded by the Honourable Member from Porter Creek, for leave to introduce the following Bills: Bill Number 3, entitled "An Ordinance to Amend the Area Development Ordinance"; Bill Number 9, an Ordinance to Amend the Motor Vehicles Ordinance"; and Bill Number 11, "An Ordinance to Amend the Community Assistance Ordinance".

Mr. Speaker: This is seconded by the Honourable Member from Whitehorse West?

Hon. Mr. McKinnon: Porter Creek. I have on my cue sheet, Mr. Speaker.

Mr. Speaker: It has been moved by the Honourable Member from Whitehorse North Centre, seconded by the Honourable Member from Porter Creek, for leave to introduce Bills Number 3, "An Ordinance to Amend the Area Development Ordinance"; Bill Number 9, "An Ordinance to Amend the Motor Vehicles

Ordinance"; and Bill Number 11, "An Ordinance to Amend the Community Assistance Ordinance".
Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed.

Mr. Speaker: I shall declare the Motion as carried.

Motion Carried

Mr. Speaker: The Honourable Member from Whitehorse Porter Creek?

Bill Nos. 2, 4, 7 Introduced

Hon. Mr. Lang: Mr. Speaker, I beg to move, seconded by the Honourable Member from Whitehorse West, for leave to introduce the following Bills: Bill Number 2, entitled "Legal Aid Ordinance"; Bill Number 4, entitled "An Ordinance to Amend the Companies Ordinance", and Bill Number 7, entitled "An Ordinance to Amend the Legal Professions Ordinance".

Mr. Speaker: It has been moved by the Honourable Member from Whitehorse Porter Creek, seconded by the Honourable Member from Whitehorse West, for leave to introduce Bill Number 2, "Legal Aid Ordinance"; Bill Number 4, "An Ordinance to Amend the Companies Ordinance"; Bill Number 5, "An Ordinance to Amend the Game Ordinance"; and Bill Number 7, "An Ordinance to Amend the Legal Professions Ordinance".

Hon. Mr. Lang: Mr. Speaker, the Game Ordinance Bill isn't being introduced at this time.

Mr. Speaker: I see. We will then delete Bill Number 5, "An Ordinance to Amend the Game Ordinance".
Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed.

Mr. Speaker: I shall declare the Motion as carried.

Motion Carried

Mr. Speaker: The Honourable Member from Whitehorse West?

Bi.i Nos. 6, 8, 10, 12, Introduced

Hon. Mrs. Whyard: Mr. Speaker, I beg to move, seconded by the Honourable Member from Whitehorse North Centre, for leave to introduce the following Bills: Bill Number 6, "An Ordinance to Amend the Hospital Insurance Services Ordinance"; Bill Number 8, "An Ordinance to Amend the Medical Profession Ordinance"; Bill Number 10, "An Ordinance to Amend the Public Health Ordinance"; Bill Number 12, "An Ordinance to Amend the Pharmaceutical Chemists Ordinance".

Mr. Speaker: It has been moved by the Honourable Member from Whitehorse West, seconded by the Honourable Member from Whitehorse North Centre, for leave to introduce Bill Number 6, "An Ordinance to Amend the Hospital Insurance Services Ordinance", and Bill Number 8, "An Ordinance to Amend the Medical Profession Ordinance"; Bill Number 10, "An Ordinance to Amend teh Public Health Ordinance", and Bill Number 12, "An Ordinance to Amend the Pharmaceutical Chemists Ordinance".
Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed..

Mr. Speaker: I shall declare that the Motion is carried.

Motion Carried

Mr. Speaker: Are there any further Bills for introduction? Are there any Notices of Motion, or Resolutions? Are there any Notices of Motion for the Production of Papers? We will then proceed on the Order Paper to the question period.
Madam Clerk would you determine whether the Commissioner will be available at this time.

Madam Clerk leaves the room.

Recess

Madam Clerk Returns followed by Commissioner.

QUESTION PERIOD

Mr. Speaker: At this time we'll call it back to order and we have Mr. Commissioner with us this mornign to assist the House in any questions you may have. Re any questions at all. The Honourable member from Ogilvie.

Question Re: Child Care Cost

Hon. Ms. Millard: Mr. Speaker I have a written question to the Minister of Health Welfare and Rehabilitation. The Department of Indian Eskimo Affairs Child Care Budget cites a unit monthly cost of Child Cre of $282.05, 86.4 per cent of which is paid to the Territory Government by them. Since the monthly unit cost of a foster home according to statistics given in April 1975 ranges from a $127.50 to $168.00 a month. How is the remaining amount per month which ranges from $154.55 to $114.05 spent?

Mr. Speaker: Any further questions? The Honourable member from Whitehorse South Centre.

Question Re: Transfer of Medical Facilities

Dr. Hibberd: Mr. Speaker I have a question for the Minister of Health, Welfare and Rehabilitation.

Is the Minister in a position to give us a progress report on the transfer of medical facilities from the Federal to the Territory Government.

Hon. Mr. McKinnon: A progress report. You've got to be kidding.

Mr. Speaker: The Honourable Member from Whitehorse West.

Hon. Mrs. Whyard: Mr. Speaker I'd be very happy to bring in a report on our negotiations to this date during this session.

Mr. Speaker: The Honourable Member from Whitehorse South Centre.

Question Re: Medical Officer

Dr. Hibberd: A question to the Minister of Health, Welfare and Rehabilitation. Has the Territory Government considered hiring their own Medical Officer of Health.

Hon. Mr. McKinnon: Yes, as of yesterday.

Mr. Speaker: Order please. The Honourable Member from Whitehorse West.

Hon. Mrs. Whyard: Mr. Speaker this Minister hasn't but we could bring in further information on that subject.

Mr. Speaker: Any furhter questions? The Honourable Member from Whitehorse Riverdale.

Question Re: Disability Training Centre

Mr. Lengerke: I have a question for either the Minister of Education or Health and Welfare. Whoever can answer this one. What is the status of the proposal for the general disability training centre and sheltered workshop that was, I think, presented by the Yukon Assocation of the Mentally Retarded and number of other assocations. Have we got the status of that?

Mr. Speaker: The Honourable member from Whitehorse Porter Creek.

Hon. Mr. Lang: Yes Mr. Speaker there has been, a joint committee was struck between the Association of the Mentally Retarded and the Association For Children With Learning Disabilities and Yukon Social Services Society who brought a brief into the Department of Education and we have accepted the brief and at the present time we are drawing up an accountability structure, which, if it reaches the agreement of the Society for the rehabilitation program, if it reaches their agreement then they will be able to start on the program.

Mr. Speaker: The Honourable member from Ogilvie.

Question Re: Payment per Registered Indian Pupils

Hon Ms. Millard: I have a written question for the Minister of Education in two parts.

A) What is the amount of money per registered Indian pupil which is paid by the Federal Government to the Territorial Government for education for registered Indians. And —

B) Does the Federal Government contribute anything to the Territorial Government for capital costs involved in education of registered Indians. If so how much.

Hon. Mr. Lang: I'll bring in a written reply.

Mr. Speaker: Any further questions? The Honourable member from Kluane.

Question Re: Metric System of Measurement

Mrs. Watson: Mr. Speaker I have a question for Mr. Commissioner. Approximately two years ago the Government of Canada determined that Canada would over a period of years convert to the metric system of measurement. The Yukon has been involved with other jurisdictions in the planning of the conversion to the metric system. One of the first actions that were taken was the kilometer signs that were put up on the Klondike Highway but the mile post signs were left at that time. The understanding was that there would be a gradual phasing in of the kilometer signs.

Last summer very suddenly within a period of a week or two the kilometer signs were put up on the Alaska Highway and the mile post signs were removed. I'm sure that Mr. Commissioner realizes that the businesses along the Alaska Highway have to make arrangements for advertising approximately a year in advance and many or most of these businesses had already made commitments for advertising using the mile post as a designation of location.

My question to Mr. Commissioner this morning is, is the administration considering putting back some of the mile posts at key locations or possibly every ten or twenty miles for the next few years in order that there can be a phasing in?

The Commissioner: Well, Mr. Speaker, the only immediate suggestion I have is that the Honourable Member might like to refer to a little brochure put out by the Department of Education, that gives you a conversion table as to how to calculate what a milepost is in regard to a kilometer post.

I believe the Honourable Member was involved in the publication of this particular little item here, and all I can suggest is that we are having a little bit of trouble ourselves finding our way around the highways, let alone any stranger, and in all honesty, Mr. Speaker, the question that is posed by the Honourable Member is one that has some very serious implications, and while I'm in no position to give any guarantees about just precisely how we are going to overcome some of these problems, it is under con-

sideration as to just what—you know, what route or what formula that we might attempt to follow. I will attempt to get some further information in the course of this session back to attempt to satisfy the question that is properly raised at this time.

Mr. Speaker: Any further questions?
May we then proceed to Public Bills? The Honourable Member from Hootalinqua?

QUESTION re: Closed Signs for Lodges

Mr. Fleming: Yes, Mr. Speaker. I have a question for the Commissioner. Probably a supplement to my fellow member here, more or less, but at least for me it raised, for your information, these letters that we get every week or two, and this one is "re closed signs for lodges required". Now, I understand that the lodge owners on the Yukon Roads who plan to close up for the winter, must put "Closed" signs on any roadside advertising. This I understand, and then it goes on down the line, and repeats, more or less to the best of my knowledge, 'Lodge owners using roadside advertising and who plan to close for the winter, must use these existing signs to inform the public of their closure".
Now, what I would like to ask Mr. Commissioner, is this a repeat of the first line or paragraph, or is this something else where there is some existing signs to be had, or something to that effect?

Mr. Speaker: Mr. Commissioner?

The Commissioner: Mr. Speaker, I wonder if the Honourable Member would give me the opportunity of examining the particular circular letter that he has in hand. I have seen it, but I would just like to refresh myself on that before I answered his question.

Mr. Speaker: Are there any further questions? We will then proceed to Public Bills.

PUBLIC BILLS

Mr. Speaker: The Honourable Member from Whitehorse North Centre?

Bill No. 1, First Reading

Hon. Mr. McKinnon: Mr. Speaker, I move, seconded by the Honourable Member from Whitehorse West, that Bill Number 1 be read a first time.

Mr. Speaker: It has been moved by the Honourable Member from Whitehorse North Centre, seconded by the Honourable Member from Whitehorse West, that Bill Number 1 be now read a first time. Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed.

Mr. Speaker: I shall declare the Motion as carried.

Motion Carried

Mr. Speaker: When shall the Bill be read a second time?

Bill no. 1 Second Reading

Hon. Mr. McKinnon: Now Mr. Speaker. I move, seconded by the Honourable Member from Whitehorse West, that Bill Number 1 be now read a second time.

Mr. Speaker: It has been moved by the Honourable Member from Whitehorse North Centre, seconded by the Honourable Member from Whitehorse West, that Bill Number 1, Highways Ordinance, be now read for a second time. Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed.

Mr. Speaker: I shall declare the Motion as carried.

Motion Carried

Mr. Speaker: May I have your further pleasure.
The Honourable Member from Pelly River?

Mr. McCall: Mr. Speaker, I move that we now adjourn.

Mr. Speaker: Is there a seconder?

Mr. Berger: I second that.

Mr. Speaker: It has been moved by the Honourable Member from Pelly River, and seconded by the Honourable Member from Klondike that we do now adjourn. Are you prepared for the question?

Some Members: Question.

Mr. Speaker: Are you agreed?

Some Members: Agreed.

Mr. Speaker: I shall declare the Motion is carried.

Motion Carried

Mr. Speaker: This House now stands adjourned to the call of the Chair.

Adjourned.

SESSIONAL PAPER NO. 1 (1975 Third Session)

Mr. Speaker,
Members of Council

Yukon Representative to N.C.P.C.

An amendment to the Northern Canada Power Commission Act was given Royal Assent on June 19, 1975. This amendment increased the membership of the Commission from three to five members. One member is to be appointed by the Governor in Council on the recommendation of the Commissioner in Council of the Yukon Territory and will serve at pleasure. Council is asked to present a recommendation for this position.

It may assist you in your consideration of this matter to know that the territorial representative will receive a per diem payment and such reasonable living and travelling expenses as are incurred in the fulfilment of his duties. The Minister has also informed us that the representative will be expected to submit to the Conflict of Interest Guidelines prescribed by the Governor in Council. On request from Council, the Minister is prepared to accept an appointment for a fixed term of time.

In view of the prominent role which the N.C.P.C. may be expected to play in Yukon in future, the Executive Committee believes that the territorial representative should be a permanent Yukon resident with good business sense who has no involvements which would create a conflict of interest.

Council is asked to give its most serious and immediate consideration to making a recommendation for a Yukon representative to the Northern Canada Power Commission..

J. Smith,
Commissioner.

SESSIONAL PAPER NO. 2 1975 THIRD SESSION

NATIONAL CAPITAL REGION

Mr. Speaker,
Members of Council:

As you are likely aware, the House of Commons and the Senate established a Special Joint Committee to consider the future development of the region containing Canada's National Capital at the last session of Parliament. (See House of Commons Debates, June 23, 1975, pp. 7002-7020). Speaking to the Motion in the House, the Minister of State for Urban Affairs expressed the view that the national capital must be a place for all Canadians, a symbol of the collective aspirations and achievements of Canada. Though a number of regional issues will have to be considered by the Committee in the course of its task, the Committee is seeking suggestions and guidance from all parts of Canada on the concept and development of the national capital.

The Co-Chairmen of the Special Joint Committee on the National Capital Region, Senator J.P. Deschatelets and Mr. Ralph Stewart, M.P., have extended an invitation to Council, through me, to name a delegate to appear before the Committee to express the opinions of the people of the Yukon with respect to the national capital.

I am sure Council will want to assist the Committee in this historic endeavour.

James Smith,
Commissioner.

SESSIONAL PAPER NO. 3 1975 (Third) SESSION

Mr. Speaker,
Members of Council:

YUKON AGRICULTURE: A POLICY PROPOSAL

On March 19, 1975, the Peake Report on Yukon Agriculture was tabled in the Yukon Legislative Assembly. This report has been thoroughly reviewed, and it is submitted that several recommendations from this report should be given consideration and the Minister advised of the direction that the Legislative Assembly wishes to proceed in pursuing a positive couse of action to conclude an Agricultural Policy for the Yukon.

We must keep uppermost in our thoughts the public demand for agricultural lands in contradiction to the indication in many other reports that the Yukon is marginally suited for agricultural production under the best of conditions. In the past very little, if any, consideration was given towards providing agriculture lease agreements on suitable lands. In addition, the qualifications of the applicants to follow agricultural pursuits were not examined. This indiscriminate land disposition along with the applicants' inexperience likely contributed to the apparent lack of success of the industry. Part of the fault must be in the lack of detailed climatic and soil condition information concerning the lands suitable for agriculture. The present land freeze on Agricultural land disposition can be justified on this basis alone, providing that interim period is gainfully employed in remedying such informational deficiencies. As a result, the D.I.A.N.D. has started on a three year program of collecting climatic data and soil inventory.

Three methods of overcoming the present impasse are available in regards to agriculture.

1. We can accept the land freeze and await the culmination of the D.I.A.N.D. effort to gather information of sufficient depth to permit the most suitable agricultural soil and climatic areas to be released for disposition.

2. We can request an intensified study effort and identify high priority areas to D.I.A.N.D. which will speed up the process of inventory investigation and release land for agricultural purposes if justification is shown.

3. We can request a block land transfer of agricultural areas from D.I.A.N.D. to the Commissioner, and consider an agricultural industry support role by the Territorial Government.

In the first two methods, we must rely on the Department to devote sufficient funds, manpower and research priority to ensure that scientific data will be available to support the early release of the lands designated. In the third method, we must assume that additional funding will have to be found within our own resources to support this program.

I would suggest that the best approach would be in the acceptance by motion of method 2.

The Peake Report recommends that the first area for consideration would be the most suitable soils within the Takhini and Dezadeash Valleys. If an intensified development approach is taken, then the area would be further studied to:

(a) select out the most suitable soils;
(b) survey these soils into pre-determined farm lot acreages;
(c) define and plan the necessary infrastructure such as roads, drains, hydro and telephone;
(d) decide on the financial and technical services which Yukon Territorial Government would make available to qualified applicants;
(e) provide total approach to the Department of Indian Affairs and Northern Development for a block land transfer;
(f) develop area and adopt a disposal policy for the land involved.

If we choose to promote the agriculture industry, but ignore this orderly type of development, the Yukon will repeat the same errors that occurred throughout the prairies during the homesteading period.

We will end up with widely scattered, inadequately serviced farm sites, subsistence or poverty level enterprises, eye sores on the Yukon scenery, and a discredit to the policy makers of the time.

It would appear to be foolhardy to assume that the farm rescue funding of P.F.R.A. and A.R.D.A. would be extended to new farming areas at the same time as developmental expenditures to open new areas.

In deliberating our choice, we should consider some implications of adopting an agricultural policy. Presently, experts tell us that farming in the Yukon is of a subsistence level. This is true of the people attempting farming at present. It is worthwhile to point out that these people deserve the merit of recognition as their achievements have been accomplished completely on their own initiative. We must ask ourselves the question: If these same people had received the same financial and technical assistance services as farmers in Southern Canda, would they still be at a subsistence level?

Presently, the Yukon is completely dependent upon production from the outside of the Territory. Production from the Yukon, due to high costs, would not be competitive in the export market, but should be able to compete with imports from the South. In addition, a local agriculture industry would add diversity to the Yukon economy as well as some self-sufficiency.

As agriculture is a primary industry, and the product would be for local consumption, this in turn opens the door to secondary industry development. Such related industries as slaughter houses, milk and cheese processing plants, egg and vegetable marketing outlets are prime examples.

Resultant of such industries is the one important economic consideration - job creation. Any agriculture industry requires both public participation and private funding to develop the infrastructure necessary to make farming a viable enterprise. The size of the agriculture potential must be known before the magnitude of costs associated with this required infrastructure can be determined.

Presently, we have many high priorities into which limited financing must be directed. It has been predicted that many of the requests for agriculture land could be satisfied through larger acreage residential lots. If in fact this is a valid observation, then we should be also giving immediate priority to this type of development.

This position is put forward at this time for your consideration and advice. We are at a time in our democratic development that we recognize the significance of our decisions. A decision regarding agricultural land use is not irrevocable, but does have long lasting and sometimes permanent effects.

J. Smith,
Commissioner.

problems or groups that each section of the program will serve. The program will be developed in accordance with the previous section of this paper, which discussed the goals and structure of an effective prevention program and will closely adhere to the two social goals discussed in that section. The program activities will be outlined in three sections; each section relates to a prevention strategy and will be discussed as such.

Primary Prevention: The first group of activities is aimed at providing the people of Yukon with information so they can anticipate alcohol-related problems and will encourage the adoption of drinking patterns that do not produce problems, nor impairment.

The activities are:

1. Public Information Program - the objective of this advertising program is to influence our thoughts, feelings and actions concerning alcohol use for our own good and the good of Yukon society, and to increase our understanding of the hazardous use of alcohol and alcohol-related problems. This activity will make use of all Yukon newspapers, radio and television. In addition, posters and pamphlets will be developed to further spread the message. As many communities are still without television, a special film will be made in Yukon, based on Yukon material, to reach people in these communities. This total program will be based on Yukon themes and developed to serve the particular needs of Yukon people. This program has been developed to achieve the above objectives as well as provide public information on the total alcohol problem.

2. The Alcohol Information Function of Alcohol & Drug Services - will be expanded. The objective of this activity is to provide personalized and specialized information on alcohol use and related problems to the people of Yukon. Alcohol & Drug Services now functions as a telephone information service to provide information to the public and help for individuals with alcohol problems. When the new detoxication centre is opened, this service will be available twenty-four hours a day. To insure that people living in communities outside of Whitehorse have access to this service, it has been Alcohol & Drug Services' policy to accept collect phone calls. This service will be further advertised. As a means of providing specialized information, Alcohol & Drug Services will continue to expand the circulation of "Connection", its monthly newsletter, and provide articles and papers which discuss Yukon issues in relation to alcohol use.

3. Yukon Stop Check - the impaired driving awareness campaign, is a program directed at a specific alcohol-related social problem. This specific alcohol-related problem is being highlighted due to the number of deaths, economic loss, human misery and suffering it causes and the impact of impaired drivers on others. This activity is a dual effort in that the reduction of impaired drivers will effect a total reduction in alcohol impairment. The activity is also two-fold in that it is a public awareness program combined with roadside checks for emphasis. The program is a joint effort carried out by several Territorial government departments and the RCMP.

4. Alcohol Education in the Classroom - is directed towards providing young people with sufficient information about alcohol so that when they reach the age when it is necessary to make a choice about alcohol use, it will be the wisest possible choice and they will be aware of the hazards of excessive use. Alcohol & Drug Services will, in the coming year, collect, develop and refine materials for this purpose and work with Department of Education personnel to initiate a classroom program.

5. Research - is a necessary base of any prevention program. If we are to prevent the occurence of problems, it is necessary to be aware of causes of alcohol-related problems and make these causes known to decision-makers in Yukon. Research also provides information on the status of alcohol problems. This information will be necessary if we are to evaluate the effectiveness of our activities and program. Without evaluative research we would not be able to assess the effectiveness or efficiency of spending limited money on prevention activities.

Secondary Prevention: Activities which are aimed at early recognition and correction of acknowledged dangerous drinking patterns and practices before adverse consequences have occured, i.e. chronic alcoholism, are the basis of the second level of a prevention program. This level of prevention has two primary thrusts. First, to train professionals and lay people who are involved in health and social work to identify and diagnose dangerous drinking patterns and practices in their developmental stage, and second, to provide activities directed toward the early identification and correction of dangerous drinking patterns.

1. The Training Function is being carried out in two distinct ways. Seminars and workshops are being conducted by Alcohol & Drug Services' staff for specific occupational groups such as nurses, and specific agencies such as the Welfare Branch. Training in early diagnosis and recognition of alcohol problems will become the focus of much training in the future. These training programs will be directed at professional groups who work with people on problems other than alcohol-related problems, but who, in performing their duties may be able to identify the early stages of alcohol-related problems. An example of this practice would be the physician who is trained to recognize the early signs of alcohol-related problems while providing routine medical care to his patients. When early recognition and correction of developing alcohol problems occurs, the cases of social and health damage due to alcohol will be greatly reduced.

A second training function will be achieved by providing a formal ten week course on counselling people with alcohol-related problems. The objective of this program (during the first year) is to develop a cadre of approximately twenty workers in Yukon who are trained to identify and provide treatment in relation to alcohol problems. The course will be held on

an annual basis and the participants will be recruited from lay and professional workers in the human services field. This program will be initiated in January of 1976.

2. There are two activities currently in practice which will be further expanded to perform the role of early identification programs. The first is Employee Alcoholism Programs These programs are aimed at identification of employees whose alcohol use is interferring with their job performance and helping them correct their problems before their alcohol consumption makes them unemployable. The benefits of these programs are far-reaching and affect social, health, occupational and family problems. The Yukon and Federal governments have such a program and even in its infancy here in Yukon it is proving beneficial. These two programs will be expanded and an attempt will be made to involve local industry in similar programs. The benefits to industry are obvious as employers are no longer forced to hire new employees to replace valuable ones who have been debilitated by excessive alcohol use. Employee Alcoholism Programs are an effective way to alleviate the problems for all concerned. Rates of rehabilitation in programs across Canada are stated to be as high as 60 to 80 percent. This success is largely due to early identification.

The second activity which is serving the function of early identification and correction is the Drinking and Driving Re-education Program. This activity was developed by Probation Services' personnel in cooperation with Alcohol & Drug Services' staff. A person who is arrested for impairment can be placed on probation and sent to this course. Approximately one-third of all persons involved in this course are chronic alcoholics. The remaining two-thirds are using alcohol in a way that is causing problems and interferring with their lives. The staff of this course are able to help the participants identify their problems and find additional help, if needed, as well as seeking to correct the participants' impaired driving practices. To date, this program has been implemented only in Whitehorse and Watson Lake. In the near future, if resources are available, the program will be expanded to serve other communities in Yukon and will also be given in secondary schools. Presently, the course is offered to students of F.H. Collins Secondary School. As this course serves two purposes, the prevention of additional impaired driving and the early identification of alcohol-related problmes, it must receive support as a high priority activity.

Tertiary Prevention: The third phase of our program encompasses treatment and rehabilitation activities. These activities are necessary to prevent further problems as well as the spread of existing problems, and become part of a prevention program in that they seek to anticipate and forestall the growth of existing problems. Treatment activities become less useful when they are developed to correct only alcohol-related problems after they occur and do not have the support of primary and secondary prevention activities.

These activities will be outlined as they relate to the people of Yukon. The first section will discuss core activities, i.e. activities that serve all people in Yukon, and the second section, community activities, i.e. activities designed to serve particular communities.

1. A Detoxication Centre - is necessary as the first phase of any planned treatment program and the launching pad for any person entering treatment for alcohol-related problems. Within a few weeks, a detoxication centre will be opened in Whitehorse. This centre will have a dual service function, both as a core resource and as a resource for a community - Whitehorse. As a core resource it will serve as a training centre for personnel who will be doing detoxication in communities outside of Whitehorse and the centre will accept selected referrals from other communities. In Whitehorse it will serve as the first phase of treatment. The function of the centre will be to detoxicate the public and chronic inebriates and help them start on a treatment program for their alcohol problems. The program will include, in addition to detoxication, individual and group counselling and referrals to the next stage of treatment.

2. The activities carried out by Crossroads support the next two stages of the treatment program. Crossroads is operated by the "Crossroads Society", a private non-profit society, but is supported partially by the YTG through grants. In addition, the government has made permanent accommodations available to them by renovating and leasing the Nisutlin Building. Despite its Whitehorse location, Crossroads does and will continue to accept residents from all parts of Yukon.

When Crossroads completes its move into its new accommodations it will operate a 31 bed active treatment program for alcoholics. The program, which will accommodate both men and women, lasts for 30 days. When they have completed this second stage of treatment, selected residents will be encouraged to move into the third stage of treatment at Crossroads. This stage can be described as the transition or half-way stage. One portion of the new Crossroads establishment has been designated as a transition suite. During this stage, a resident who has completed the 30 day treatment program and is working or looking for work, will continue in the protective environment of Crossroads but will pay his own rent, fix his own meals, and live a partially independent life. This stage of treatment is viewed as the transition from the controls of a structured treatment program to completely independent life in the community. The resident is allowed to live in this protective transitional environment on a time-limited basis. This is an important stage of treatment and one that will increase the recovery rate of alcoholics in Yukon by ensuring that they have re-adapted to pressures of community life before leaving treatment.

3. Another core treatment service is the Non-Residential Treatment Services offered by Alcohol & Drug Services. These services provide counselling to persons who are not in need of residential treatment. In addition, the Treatment Counsellor offers help and con-

sultation services to social and health workers who are counselling alcoholics in local communities. This service is presently offered on a limited scale outside of Whitehorse, but will be extended in the new fiscal year to cover all of Yukon.

The activities discussed in this section have been services designed to serve all people in Yukon. We are certainly aware that these core services do not serve all of the special needs of each individual community. We are also faced with the reality of soaring health costs and lack of resources. In coming to grip with these realities, it has become obvious that the institutional and overly professional approach often pursued in the south has little relevance to our situation in Yukon.

4. Since small communities in Yukon have special problems and the government is committed to developing solutions to these problems, a special Community Detoxication and Counselling System is currently being designed to meet these needs. This does not mean that we plan to build new treatment centres in each community nor hire highly paid professional staff as counsellors. There is not sufficient demand to warrant such expense and we are not convinced this is a solution to our alcohol treatment needs and problems. As part of this system, Alcohol & Drug Services will recruit and train local people to perform the detoxication and counselling function in their own communities. These people will be paid on a fee for service basis to ensure their availability.

This program will be introduced in one community in May, 1976, and when it has been examined and the problems common to all new programs are ironed out, it will be introduced to other communities in Yukon. When this activity is completed, we then will have a comprehensive alcohol program in Yukon.

The program and activities discussed in this paper are those for which the government is taking the responsibility. Without the hard work of Alcoholics Anonymous in Yukon, we would not have started to develop such a program and without their continuing work, no alcohol program will be complete.

Conclusion

The development of a comprehensive policy and a program to implement that policy is a difficult task in any field of endeavour. This is particularly true of attempts to prevent alcohol-related problems. No simple "cause" of alcohol problems has been identified. Despite this fact, it is necessary for government to formulate a comprehensive policy. Without a comprehensive policy and an understanding of the approach and activities to be used, actions that are taken are likely to be discordant, confusing, ineffectual or even counter-productive. The policy response and the activities developed to support it were formulated based on the conviction that, if we are going to effectively reduce alcohol-related problems rather than deal with them after the fact, we must shift to an approach which emphasizes prevention at all levels.

The success of this policy and progran will not rest solely on the government nor can it be based only on the strength of our health system. For this program to be successful, it must, of course, have the support of the people of Yukon and their elected representatives, but there are particular groups within our society who, because of their position, have special responsibilities. The producers and vendors of beverage alcohol comprise one such group which has special obligations under the law and which must make all efforts to show the people of Yukon it is not encouraging the hazardous use of alcohol. Regularatory bodies have the responsibility of developing and enforcing standards for licensing vendors but cannot be successful unless they are supported.

Those responsible for the media must police themselves to insure that their advertising is not furthering the growth of alcohol-related problems. They also have the ability to provide a forum for public debate and information which can insure that the citizens of Yukon are aware of the problems of excessive alcohol use.

The actions of these two groups can make a direct and somewhat obvious contribution to the success of this program. However, there are many other groups who hold leadership positions in our communities and have the ability to influence public opinion. Their willingness to accept the responsibilities inherent in their position and encourage the wise use of alcohol is essential if we are to maintain Yukon's social stability and sustain a healthy climate for future development and growth.

A program to prevent alcohol-related problems must pursue effective measures to avoid, repel, or counteract threatening problems. Legislation which restricts behaviour is one effective measure which we have the power to use. We have not suggested that such authority be extended at this time. The onus rests on those who are, or may be affected by such legislation to show that they are not contributing to the growth of alcohol-related problems and that the regulations presently in force are adequate.

The Government of the Yukon Territory if firmly committed to:

reducing the per capita consumption of beverage alcohol and reducing the frequency and degree of impairment resulting from alcohol use.

We would ask that Council lend its continuing support to the pursuit and attainment of these goals.

J. Smith
Commissioner

Sessional Paper No. 4 (1975 Third Session)

Mr. Speaker
Members of Council

A Comprehensive Alcohol Problem Prevention Program

November, 1975

Introduction

At one time the only way to get a drink of hard liquor in Yukon was to know someone who could lead you to a local hotel or roadhouse where the owner had a room set aside and you could get in to buy a drink if he would let you.

Yukon has come a long way in the past twenty years in moving the consumption of alcohol from the back room of hotels and roadhouses out on to Main Street. Certainly, the situation is far less barbaric than existed then, but in the process of making the consumption of alcohol a controlled and socially accepted practice we have seen a general increase in the consumption of alcohol and we are now witnessing its excessive use on a wide scale.

The excessive use of alcohol has become our greatest social and health problem and it is now time to seek to decrease the consumption of alcohol and prevent the growth of alcohol-related problems in Yukon. This is the task of government because government has seen fit to take absolute control of distribution of alcoholic beverages, and, so long as we hold ourselves up as the only agency that is going to have that control, we must then accept the responsibility to prevent the consequences of abuse.

Our task as a government is to attempt to lower the per capita consumption of beverage alcohol, to equip our people who drink with sufficient knowledge to enable them to do so as wisely as possible, and to foster an environment where abstinence is an acceptable behaviour and impairment due to excessive consumption is unacceptable.

The Problem

It is difficult to develop a strategy for preventing "alcohol-related problems" without a clear understanding of what is meant by the term. For our purpose we will define an alcohol-related problem as "physical, mental and social damage associated with the consumption of alcohol". Certainly there is some over-lap and none of these categories is exclusive, but in general, (i) physical damage is considered organic damage, i.e. liver disease, heart disease, cancer and respiratory diseases, (ii) mental damage includes alcoholism and alcoholic psychosis, and (iii) social damage is considered to include crime, family disruption, industrial problems and accidents, caused by excessive alcohol consumption.

In examining alcohol problems in this manner we are not underemphasizing the problems of alcoholism. However, many of the alcohol-related problems we witness in our communities are caused by hazardous but not necessarily alcoholic, consumption.

Analysis of the Problem in Yukon

It has been estimated that approximately eighty percent of all people in Yukon over fifteen years of age consume beverage alcohol. Approximately 13.53% (1,792 persons) of all drinkers are consuming at levels which have been determined to be injurious or hazardous to their health. It is important to note that a large per-cent of the people who are drinking in a manner hazardous to their health are not alcoholics; in fact, they consider themselves social drinkers. However, hazardous consumption has been linked to organic damage and deterioration and has been proven to cause a number of physiological diseases, eg. liver cirrhosis, heart disease, etc.

When we further analyzed the drinking patterns of the 1,792 people who are consuming at a hazardous level we found that 865 (6.53% of all drinkers) were consuming in such a manner that we could predict they are alcoholics. This leads us to the conclusion that one in fifteen drinkers in Yukon is an alcoholic or that one in nineteen people in the total population is an alcoholic.

One of the frightening findings of our study of consumption was that a majority of those people predicted to be alcoholics (473 out of 865) were consuming in an extremely excessive level. Although this is a relatively small group of drinkers (3.57%) it is abnormally large in relation to the total number of drinkers in Yukon. As well, these drinkers are inebriated at all times or are extremely intoxicated frequently and some are drinking at near lethal levels. It has been determined that the death rate of drinkers in this range is extremely high and they require health, welfare, social and law enforcement services at a rate that is disproporationately higher than all other drinkers.

At the present time, a complete analysis of the data concerning physical damage related to alcohol use has not been completed, however, it is possible to account for some deaths related to excessive alcohol and/or alcoholism. In 1974, there were 109 deaths in Yukon. Fifteen percent (16 deaths) were directly attributed to alcohol consumption according to statistics compiled by Yukon Vital Statistics. Accidents, injuries and violence account for 28% of all deaths in Yukon. It has been estimated that 40 to 50 percent of all deaths in this category are a direct or indirect result of excessive consumption of alcohol. This data does not include other deaths due to organic deterioration or damage caused by excessive alcohol use, but we have estimated that 28% of all deaths in 1974 were attributed to excessive alcohol use.

It is not possible to provide an accurate statistical analysis of the extent of social damage caused by alcohol in Yukon. This lack of statistical data should not allow us to forget the social casualties of which we all have perfectly valid personal knowledge. In ad-

dition, most officials maintain that a large percentage of cases involving child protection are a result of family breakdown due to alcoholism. Other social damage is verified by the statistics maintained by the Whitehorse Correctional Institute in 1974. Twenty-six percent of all offenders were admitted to the Institute for alcohol-related offences. Correction officials maintain that a majority of offenders admitted to the Institute have alcohol-related problems.

Another source of alcohol-related damage on the physical and social level is that of impaired driving. The most recent statistics, compiled between January 1st and August 31st, 1974, show that there has been one impaired driving charge per every sixty-seven persons in Yukon.

Information on the amount of damage caused by alcohol-related problems in Yukon is far from complete. But , the information that is available has convinced us that we must immediately take action.

The Prevention of Alcohol-Related Problems

More than three-quarters of the adults in Yukon drink alcohol. Most will continue to do so. This we accept as reality and the departure point for our thinking. Nonetheless, we believe that a significant reduction of alcohol problems can occur if there is a commitment to two social goals. The first is to reduce the number of people who drink frequently or who consume large amounts, i.e. a reduction in per capita consumption. This is necessary to reduce "alcoholism" and health problems such as liver cirrhosis. The other goal to be achieved is a reduction in frequency and degree of impairment resulting from alcohol use. This is needed to reduce the social problems such as violence and accidental death, impaired driving, and alcohol-related crime. This kind of reduction will affect family life, child neglect and occupational problems resulting from excessive use of alcohol.

In accepting the reality of continued alcohol use, we may be accused of inadvertently encouraging it. To insure that this accusation is not warranted, we must endeavour to foster a social environment in Yukon where abstinence is an acceptable behaviour in all circumstances. Further, and most important, we must equip all people who persist in drinking to do so with sufficient knowledge to enable them to use alcohol wisely and with as few problems as possible.

As one prominent health authority has recently stated. "...if we are determined collectively to retain alcohol as a social amenity we should all be aware of the costs of that amenity and have our eyes on the ball, in terms of knowing what kinds of things we do to keep the associated social-health costs as low as possible." When examing cost we must be aware of its two-fold nature. First , the cost in real dollars to the tax payer and second, and more important to the future of Yukon, the human cost in loss of potential and human life. When we examine these costs we need no other rational for the development of a prevention program.

Prevention. for our purpose, is broadly defined as action taken to reduce the likelihood that alcohol problems will develop. The ideal is primary prevention aimed at insuring that drinking or non-drinking patterns develop that do not lead to problems. The next best is the identification and modification or termination of high risk patterns before problems arise, i.e. secondary prevention. The third level of prevention is action taken to stop or retard alcohol-related problems that already exist, i.e. detoxication, treatment, rehabilitation programs. The treatment regime is, of course, action taken after the problem occurs but may be productive in a preventive sense if it leads to the modification or retardation of alcohol-related problems. Each level of prevention reinforces the others; for that reason it is impossible to develop an effective prevention program unless all levels are included.

Prevention programs are certainly not a new concept, but because of the soaring increase in health, welfare and crime problems, as well as alcohol problems, prevention was often no more than a rhetorical gesture, with little or no practical effort. We are past the time when sloganeering and speeches are adequate; any prevention program put forward from now on must have goals which are reachable and concrete. Infact, preventative efforts directed at alcohol use can no longer be organized around a simple master concept such as alcoholism, however defined, but must be directed at specific social and health problems associated with drinking. This does not mean that alcoholism is to be omitted. For example, when we reduce the frequency and degree of impairment resulting from alcohol use in Yukon, alcoholism, impaired driving, and other problems are reduced. For this reason specific target problems will be selected. The selection of these targets will be based on potential greatest benefit and their effect on associated problems.

Prevention programs, like alcohol, can be irresitably attractive but dangerous. The danger lies in their acceptance as a solution, when they are merely part of a process. A further danger emerges when prevention is left to only one agency. Such a program must be developed and carried out in response to public wishes, starting where people are and being modified as a result of intensive and extensive public debate initiated by an agency seeking to learn while it communicates learning. The successful prevention program in Yukon will require support by the administration, the legislature, and most important, the people of Yukon. When this has been achieved we will have avoided the danger.

The Program

The remainder of this paper will be devoted to outlining a comprehensive program for the prevention of alcohol-related problems, to be implemented by Health, Welfare & Rehabilitation's Alcohol & Drug Services division. We will not endeavour here to provide a detailed program description nor to identify the target

SESSIONAL PAPER NO. 5
1975 THIRD SESSION

Mr. Speaker, **14 November, 1975**

Members of Council

Territorial Land Use Regulations

At the December 1974 Session, Members received copies of amendments to the Territorial Land Use Regulations proposed by the Department of Indian Affairs and Northern Development for Council's examination and comment. The draft amendments were also circulated to the Council of the Northwest Territories and agencies representing native people and the oil and mining industries to effect a broad consultation. Council was unable to review the proposed amendments in December and in the Spring of 1975 due to the heavy calendar of sessional business. During that interval, the other consultations have resulted in several revisions to the proposed amendments.

You now have before you the final draft of the proposed amendments, which was discussed and approved by the Council of the Northwest Territories at their June 1975 session.

Council is asked to examine these amendments and indicate if they are satisfactory.

James Smith,
Commissioner.