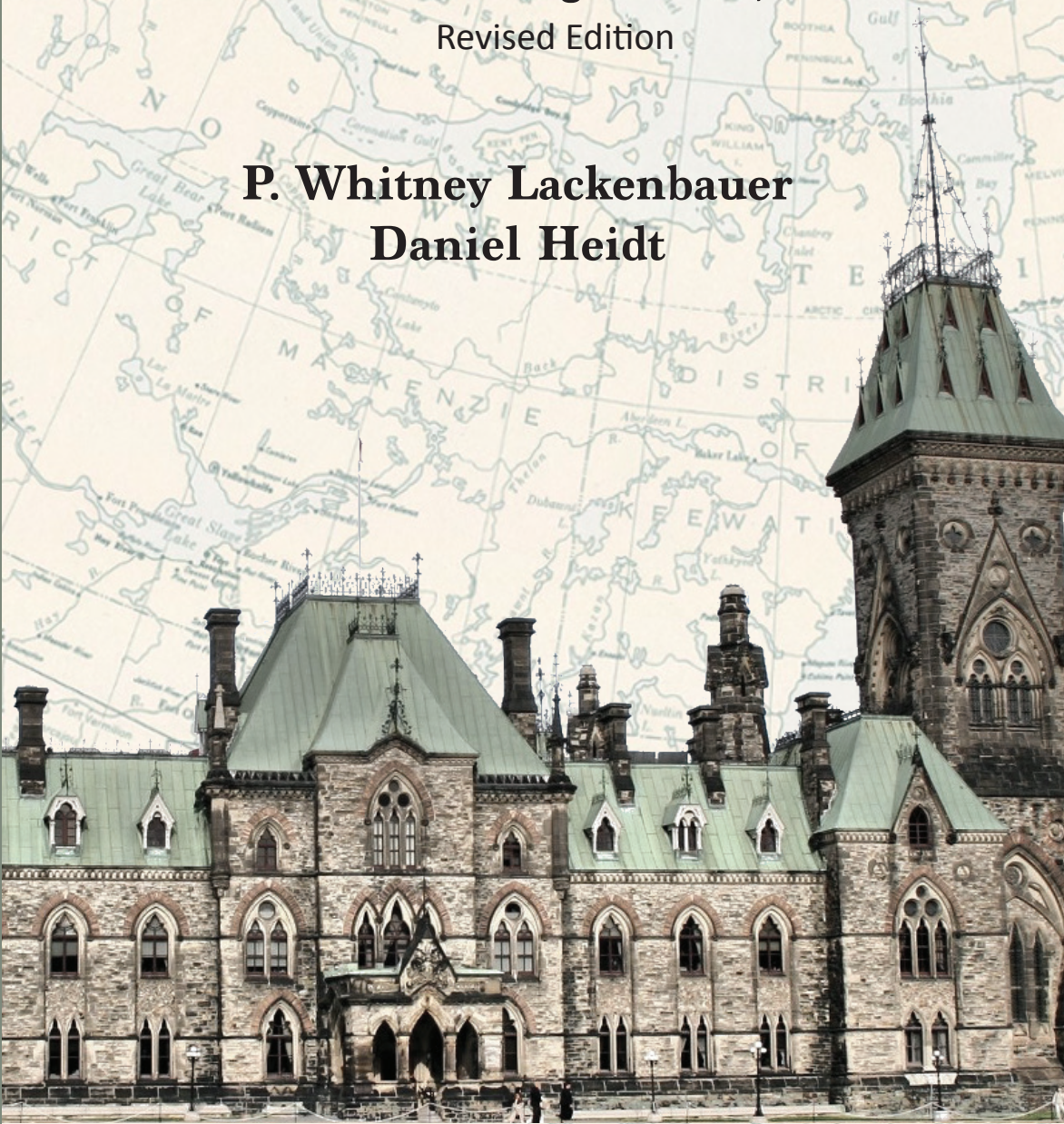


The Advisory Committee on Northern Development

Context and Meeting Minutes, 1948-71

Revised Edition

**P. Whitney Lackenbauer
Daniel Heidt**



*The Advisory Committee on
Northern Development
Context and Meeting Minutes, 1948-71*

P. Whitney Lackenbauer, Ph.D.

and

Daniel Heidt, Ph.D.

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P. Whitney Lackenbauer
Adam Lajeunesse

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List of Acronyms

| | |
|-----------|---|
| A/C | Air Commodore |
| ACND | Advisory Committee on Northern Development |
| AINA | Arctic Institute of North America |
| A/M | Air Marshall |
| Arts. | Articles |
| A/V/M | Air Vice Marshal |
| Brig. | Brigadier |
| BGS | Brigadier General Staff |
| CDC | Cabinet Defence Committee |
| CGS | Chief of the General Staff |
| CNR | Canadian National Railway |
| CNS | Chief of the Naval Staff |
| CNT | Canadian National Telegraph Co. |
| CSC | Chiefs of Staff Committee |
| D. of T. | Department of Transport |
| DEW | Distant Early Warning |
| DIAND | Department of Indian Affairs and Northern Development |
| DNANR | Department of Northern Affairs and Natural Resources |
| DND | Department of National Defence |
| DOT | Department of Transport |
| Docs. | Documents |
| DRB | Defence Research Board |
| G/C | Group Captain |
| HMCS | Her Majesty's Canadian Ship |
| JIB | Joint Intelligence Bureau |
| JIC | Joint Intelligence Committee |
| LAC | Library and Archives Canada |
| LCdr | Lieutenant Commander |
| LSM | Landing Ship Medium |
| LST | Landing Ship, Tank |
| Maj. Gen. | Major General |
| MSG | Military Study Group |
| NRC | Northern Research Committee |
| N.W. | Northwest |
| NWSR | Northwest Staging Route |
| NWT | Northwest Territories |
| P.C. | Privy Council |
| PCO | Privy Council Office |
| PJBD | Permanent Joint Board on Defence |

| | |
|----------|--|
| pt. | part |
| RCAF | Royal Canadian Air Force |
| RCCS | Royal Canadian Corps of Signals |
| RG | Record Group |
| RCMP | Royal Canadian Mounted Police |
| RCN | Royal Canadian Navy |
| SAC | Strategic Air Command |
| Secs. | Sections |
| S/L | Squadron Leader |
| U.S. | United States |
| U.S.A.F. | United States Air Force |
| USSEA | Under-secretary of State for External Affairs |
| USSR | Union of Soviet Socialist Republics (Soviet Union) |
| vol. | volume |
| W/C | Wing Commander |

Before the Second World War responsibilities and activities for Canada's North lay almost exclusively within the Department of Mines and Resources. During and immediately after the war, defence concerns became paramount and technological advances in transportation and communications brought the north closer to the rest of Canada. Other government departments developed interests in the north. To meet the increasingly obvious need to coordinate government activities and to establish consistent northern policies, the Cabinet established the Advisory Committee on Northern Development at a deputy minister level, chaired by the Deputy Minister of Resources and Development, the department then responsible for administration in the northern territories.

After a false start, the Committee and its Sub-committees met frequently and ensured that departments worked together in implementing agreed government policies that the Committee had itself often initiated. This highly productive period was followed by a decline when the Committee became less active. It does not ever appear to have been formally dissolved but many years have passed since it last met.

The effectiveness of the Committee depended mainly on the ability of the chairman to recognize the role it could play as conditions in the north changed, and to secure the interest and cooperation of its members. When decisions on major northern policies were made in the northern department, or at Cabinet level, without reference to the Committee, its credibility suffered.

-- Graham W. Rowley, *The Role of the Advisory Committee on Northern Development in the Development of Policy and the Coordination of Federal Government Activities in Northern Canada* (Ottawa: Department of Indian Affairs and Northern Development, March 1992), i.

Introduction

The Advisory Committee on Northern Development (ACND) and “Whole of Government” Coordination of Federal Activities and Policy in the North

P. Whitney Lackenbauer and Daniel Heidt

Established on 19 January 1948, the Advisory Committee on Northern Development (ACND) emerged in the 1950s as the pre-eminent federal forum to consider northern development *writ large*. Advising the Government of Canada on policy questions relating to civilian and defence undertakings in Northern Canada, this innovative interdepartmental committee was organized to share information between officials and more effectively coordinate all federal activities in the region. After a “first phase” of meetings in 1948-49, the ACND reconvened in 1953, was highly active and productive for the next decade, and continued to meet until October 1971. Accordingly, the minutes of its meetings provide an unparalleled look at the myriad activities of the federal government relating to sovereignty, science, socio-economic development, Aboriginal affairs, and governance during a period of revolutionary change in the Canadian Arctic.¹

In today’s language, the ACND might be considered an early example of the “Whole of Government” approach to Northern policy and planning. This framework has re-emerged as a centerpiece of federal policy in the Arctic because it offers a way to rationalize services and leverage capabilities across government departments and agencies and thus avoid costly redundancies. Emerging under several labels, the concept is predicated on enhanced horizontal coordination to cut across traditional institutional silos and achieve a shared goal. Today, coordination of federal efforts in the North is manifested in various Ottawa-based interdepartmental committees, such as the Ad Hoc Deputy Minister’s Committee on the Arctic and the

¹ See, for example, John David Hamilton, *Arctic Revolution: Social Change in the Northwest Territories, 1935-1994* (Toronto: Dundurn, 1995).

Assistant Deputy Minister Coordinating Committee on the Northern Strategy (both chaired by Aboriginal Affairs and Northern Development Canada), as well as regional bodies like the Yellowknife-based Arctic Security Working Group, a biannual forum co-chaired by Joint Task Force (North) and the northern regional office of Public Safety Canada.² At the activities of the ACND reveal, this approach is not new. Federal officials have acknowledged the potential value of integrated government approaches towards a comprehensive programme of northern development since the end of the Second World War.

This revised volume provides researchers with access to the activities of the ACND by reproducing the minutes of the main committee meetings from 1948-71. Researchers interested in specific topics (including the detailed activities of the sub-committees that reported to the main committee) are encouraged to access the extensive supporting files of the ACND listed in the further research and readings section.

Although the full story of the ACND has yet to be told, Dr. Gordon W. Smith wrote a detailed overview of the committee's work in 1981 as part of his massive study of Canadian sovereignty in the Arctic.³ Although useful to government officials, Smith's study remained as a hand-written draft until after his death in 2000. Graham Rowley, whose exploration, administration, scholarship, and scientific work did much to shape the Canadian Arctic in the twentieth century,⁴ made Smith's conclusions more widely available by publishing them as an appendix to his own report on the role of ACND as a policy development and coordinating body. Rowley's document remains the best published overview on the committee to date, and we have chosen to supplement it by publishing an edited version of Smith's full appraisal of the ACND's activities to lead off and frame this document collection. Before proceeding to that detailed study, however, it is useful to set the basic historical backdrop against which the ACND was conceived and operated.

² P. Whitney Lackenbauer and Adam Lajeunesse, "The Emerging Arctic Security Environment: Putting the Military in its (Whole of Government) Place" (forthcoming 2016).

³ See, for example, Gordon W. Smith, *A Historical and Legal Study of Sovereignty in the Canadian North, 1870-1942*, ed. P. Whitney Lackenbauer (Calgary: University of Calgary Press, 2014).

⁴ Graham W. Rowley, *The Role of the Advisory Committee on Northern Development in the Development of Policy and the Coordination of Federal Government Activities in Northern Canada* (Ottawa: Department of Indian Affairs and Northern Development, March 1992), iii. Rowley noted that Smith's report was written in 1989.

Background and Context

Apparently we have administered these vast territories of the north in an almost continuing state of absence of mind. I think all honourable members now feel that the territories are vastly important to Canada and that it is time that more attention was focused upon their possibilities and what they will mean to this nation. We in the southern part of Canada have been so busy in recent years that we have given little close attention to the north country. In the thirties we were concerned with economic problems; then during the war years there was little that we could devote ourselves to but to the tasks of war. Since the war, the growth and development in every province and the problems of the cold war have absorbed practically the whole of our attention.

-- Rt. Hon. Louis St. Laurent, 8 December 1953⁵

Prime Minister Louis St. Laurent's famous 1953 observation that Ottawa had governed its Northern territories in a "state of absence of mind" has come to characterize the general narrative of government administration into the postwar era. Prior to the Second World War, the federal government displayed relatively little interest in the territorial north, with the lion's share of political attention directed to nation-building in the southern provinces. Non-state institutions (particularly the fur-trading companies and the churches) providing social services to territorial residents, with indigenous populations left largely in a "state of nature." "Relations with indigenous and migrant northerners were conducted almost absent-mindedly, on a crisis basis," political scientist Frances Abele assessed. "Attention was drawn northward episodically, by the threat of American annexation of Canadian lands and by short-lived concentrations of non-Native settlement that attended mineral developments." The Yukon Territory Act (1898) and Northwest Territories Act (1905) set a general legislative framework for self-government in the territories, including jurisdiction in many areas of provincial authority, but Abele noted that a small group of civil servants in Ottawa exercised real, practical power until the 1950s.⁶

From 1922-53, various versions of the Northwest Territories and Yukon Branch, administered by the Department of the Interior (1922-36) and the Department of

⁵ Canada, House of Commons *Debates* (8 December 1953), 696-7, quoted in R.A.J. Phillips, *Canada's North* (Toronto: Macmillan, 1967), 161-62.

⁶ Frances Abele, "Canadian Contradictions: Forty Years of Northern Political Development," *Arctic* 40/4 (1987), 311-12. See also Richard Finnie, *Canada Moves North* (Toronto: Macmillan, 1942); Ken Coates, *Best Left As Indians: Native-White Relations in the Yukon Territory, 1840-1973* (Montreal: McGill-Queen's University Press, 1991).

Mines and Resources (1937-53), handled almost all federal government responsibilities for the territories directly from the nation's capital. Ottawa-based officials also executed territorial government responsibilities on behalf of the Northwest Territories Council and the Yukon Territorial Council.⁷ Although police, trading, and mission posts spread into the farthest inhabited reaches of the Canadian Arctic during the interwar period, the Royal Canadian Mounted Police (RCMP), a handful of Department of Transport radio operators, and a pair of doctors at the mission hospitals at Chesterfield Inlet and Pangnirtung represented the only year-round government employees in many parts of the Eastern Arctic. The few federal agencies with offices in the Western Arctic and along the Mackenzie made the situation similar. As a case study of "bureaucracy in inaction" (as Diamond Jenness characterized it),⁸ interwar administration of the territories was marked by general indifference -- and government austerity during the Great Depression. "With such a low level of federal government activity in the north, and so much of that in a single department, there was no need for special measures to ensure inter-departmental coordination," Rowley noted. "The R.C.M.P. and the Department of External Affairs [beginning in 1938] were represented on the Northwest Territories Council, and the normal relations between federal government departments could easily deal with most matters that might involve another department."⁹

As Gordon W. Smith, Shelagh Grant, Janice Cavell and Jeff Noakes reveal in their books on government policy in the interwar period,¹⁰ early efforts to institutionalize forms of interdepartmental coordination arose to meet perceived

⁷ Rowley noted that "the Northwest Territories Council was difficult to distinguish from the Department of Mines and Resources. Its Commissioner was the Deputy Minister of the Department, the Deputy Commissioner was the Director of the Bureau, through whom all business flowing from the councils was directed, and the majority of the members were Departmental officials, complemented by the Commissioner of the Royal Canadian Mounted Police and the Under-Secretary of State for External Affairs. Administrative matters in the field were handled by the R.C.M.P. detachments established at the more important trading posts. The Yukon Territorial Council was an elected body, and an official from the Bureau was the appointed Controller, who headed a territorial civil service administering most provincial-type responsibilities."

⁸ Diamond Jenness, *Eskimo Administration: II. Canada* (Montreal: Arctic Institute of North America, 1964), 49.

⁹ Rowley, *Role of the Advisory Committee on Northern Development*, 1.

¹⁰ See Shelagh Grant, *Sovereignty or Security?: Government Policy in the Canadian North, 1936-1950* (Vancouver: University of British Columbia Press, 1988); Gordon W. Smith, *A Historical and Legal Study of Sovereignty in the Canadian North: Terrestrial Sovereignty, 1870-1939*, ed. P. Whitney Lackenbauer (Calgary: University of Calgary Press, 2014); and Janice Cavell and Jeff Noakes, *Acts of Occupation: Canada and Arctic Sovereignty, 1918-25* (Vancouver: UBC Press, 2010).

sovereignty challenges. For example, various foreign activities in the Canadian Arctic in the mid-1920s, particularly the American-led MacMillan-Byrd expedition and the Danish Fifth Thule Expedition, meant that the Department of the Interior (the federal department responsible for Northern affairs) faced a flurry of northern sovereignty questions. The director of the Northwest Territories Branch, O.S. Finnie, established a short-lived Northern Advisory Board in 1921, populated mainly with deputy ministers, to study and report on all matters relating to Canadian sovereignty (and especially on Norwegian claims to the High Arctic emanating from Sverdrup's discoveries at the turn of the century). At the NWT Council's request, the government established an Interdepartmental Reindeer Committee in 1933 to study issues associated with reindeer farming when a large herd, purchased from Alaska in 1929, was being driven to the Mackenzie Delta. It met for about a decade, but its deliberations stuck closely to its narrow mandate and it did not delve into economic development issues more broadly.¹¹

There was limited economic development activity in the northern territories by the beginning of the Second World War. "Influences from the south had of course begun to penetrate into the north, especially in the Yukon, which had seen the Gold Rush come and go, and the Mackenzie Valley, where the discovery of oil at Norman Wells, followed by gold in the Yellowknife area and pitchblende on Great Bear Lake, had attracted mining interests and led to the rapid development of bush flying," Rowley noted. "In the rest of the north however one year was very like the one before, and the effects of the depression stifled commercial, political, and administrative initiative."¹² Although the Great Depression brought a serious retrenchment in the mineral industry, the global downturn did not affect silver and gold as sharply as other metals because of their high value per unit weight. Accordingly, modest exploration supported by government and industry continued throughout the thirties in the precious mineral sector.¹³

The onset of the Second World War not only ended the Great Depression but, in due course, stimulated strategic and economic interest in the Yukon and NWT. The establishment of the Canada-US Permanent Joint Board on Defence in August 1940 signalled the tightening of the continental defence embrace, confirming the rhetorical pledges by President Franklin Roosevelt and Prime Minister William Lyon Mackenzie King in the late 1930s. The war also revealed the importance of the airplane, bringing to the fore the reality (previously noted

¹¹ See Richard Diubaldo, *The Government of Canada and the Inuit, 1900-1967* (Ottawa: Indian and Northern Affairs Canada, Corporate Policy Research Branch, 1985), 73-75, and Smith, *Historical and Legal Study*, 202-13.

¹² Rowley, *Role of the Advisory Committee on Northern Development*, 2.

¹³ W.W. Nassichuk, "Forty Years of Northern Non-Renewable Natural Resource Development," *Arctic* 40, no.4 (1987), 275.

by Vilhjalmur Stefansson, Billy Mitchell, and others) that Northern routes provided the shortest distances from the North American heartland to the Far East and parts of northern Europe. Accordingly, the Canadian government began its work to build the Northwest Staging Route, a series of airfields between Edmonton and Fairbanks, Alaska, in 1941 – a project that took on obvious importance that December when Japan invaded Pearl Harbor, thus drawing the US into the war and opening the Pacific theatre. The American government, threatened with the prospect of Japanese submarines cutting of sea lanes connecting Alaska to the lower 48 states, hatched and executed plans to build the Alcan (Alaska) Highway, an epic construction project that transformed northeastern British Columbia, the Yukon, and the Mackenzie Valley. The Americans had free rein to choose the route and draw on local natural resources in exchange for a commitment to turn the highway over to Canada after the war. Concurrently, the Canol project—a 1000-km pipeline from the oilfield at Norman Wells to a refinery at Whitehorse—required new transportation and storage facilities in a region with minimal infrastructure before the war. More generally, the wartime influx of nearly 40,000 American military personnel (as well as American and Canadian civilians) into the northwest – three times the pre-war population – had tremendous socio-economic, political, and environmental implications. Weather stations and airbases associated with the Northeast Staging or Crimson Route in the eastern Arctic and subarctic had important local impacts, opening new transportation and communication links to the outside world.¹⁴

The scale of these wartime northern defence projects dwarfed anything that had taken place in the region to that time, prompting official Canadian interest in establishing a more effective government presence in the North. First and foremost, the simple reality that the U.S. armed forces were the main driver for this surge of activity raised questions about sovereignty and control. When American personnel swept into the Canadian North to complete the tasks, Prime Minister William Lyon Mackenzie King became paranoid that American developments, taken in the name of military security, would undermine Canadian sovereignty.¹⁵ Rumours that American officials in Edmonton answered telephones with the descriptor “army of occupation,” and operated independently of any Canadian regulations or controls, prompted Ottawa to enhance contact and

¹⁴ For overviews on wartime developments, see Grant, *Sovereignty or Security?*, and Ken Coates, P. Whitney Lackenbauer, William Morrison, and Greg Poelzer, *Arctic Front: Defending Canada in the Far North* (Toronto: Thomas Allen, 2008). David Judd estimated that between 1941 and 1946, the American military population in northern Canada outnumbered Canadian residents three to one. “Seventy-Five Years of Resource Administration in Northern Canada,” *Polar Record* 14/93 (1969):791-806.

¹⁵ Grant, *Sovereignty or Security?*

coordination with their counterparts on national, regional, and local levels.¹⁶ The Americans pulled out of Canada at war's end and, at Ottawa's request, the ownership of permanent facilities in the North passed into Canadian hands. Canada thus emerged unscathed in terms of territorial ownership, but senior decision-makers in Ottawa had learned valuable lessons about the need to monitor and/or participate in Northern development.¹⁷

The war also affected non-renewable resource development in significant ways. "Labour and material shortages and the demand for strategic minerals resulted in a decline in gold and silver mining," geologist W.W. Nassichuk explained, but the wartime search for strategic minerals led to the discovery of tungsten-, tantalum- and lithium-bearing pegmatites in the north. Although no gold was being mined in the NWT by late 1944, the delineation of new ore in the Giant Yellowknife Gold Mine the following year led to a resurgence of interest in precious metals in the North.¹⁸ Abele notes that military activity in the region also introduced new technology and infrastructure (particularly for transportation and telecommunications) "that promised to render northern resource development practical, while global markets for these resources were forming." The new office created within the Department of Mines and Resources in 1943 to gather information about northern geography, resources, and population, yielded postwar reports that "treated the region as an economic unit of potential importance to the national economy. Both Liberal and Progressive Conservative governments in the decades following incorporated the same reasoning in their national economic policies."¹⁹

Thus, the end of the Second World War rejuvenated national interest in the economic potential of the Canadian North, while the emergence of the Cold War

¹⁶ The Americans also were given the right of extraterritoriality—that is, their military and civilian employees in Canada were answerable only to American, not Canadian authorities. To assert greater Canadian control, the War Committee of the Cabinet appointed Major-General W.W. Foster as Special Commissioner for Defence Projects in Northwest Canada in May 1943. He remained in this position until April 1945, and the role was discontinued in March 1946 when most of the American military activities in the region had been transferred to Canadian control or had ended.

¹⁷ P. Whitney Lackenbauer, "Right and Honourable: Mackenzie King, Canadian-American Bilateral Relations, and Canadian Sovereignty in the Northwest, 1943-1948," in *Mackenzie King: Citizenship and Community*, ed. John English, Kenneth McLaughlin and P.W. Lackenbauer (Toronto: Robin Brass Studios, 2002), 151-68; and Lackenbauer and Peter Kikkert, "Sovereignty and Security: The Department of External Affairs, the United States, and Arctic Sovereignty, 1945-68," in *In the National Interest: Canadian Foreign Policy and the Department of Foreign Affairs and International Trade, 1909-2009*, ed. Greg Donaghy and Michael Carroll (Calgary: University of Calgary Press), 101-20.

¹⁸ Nassichuk, "Forty Years of Northern Non-Renewable," 275.

¹⁹ Abele, "Canadian Contradictions," 312.

served to amplify the strategic significance of the region. The increasing tempo of civilian and military activity in the North in the immediate aftermath of the war raised the need for close coordination amongst federal departments and between civil and military activities. Dr. Hugh Keenleyside, who assumed the role of Deputy Minister of Mines and Resources in 1947, observed that federal departments “were competing against one another at several northern settlements for suitable building sites, for material, and for local labour. In these and other ways,” Rowley noted, “the need for some central authority to plan and coordinate activities in the north was becoming apparent.”²⁰

Gordon W. Smith’s detailed overview (published in this volume) summarizes the official deliberations in Ottawa that led to the creation of the Advisory Committee on Northern Development. Setting a supplemental context, Rowley also noted how the Defence Research Board of the Department of National Defence had established an interdepartmental Arctic Research Advisory Committee with the Deputy Minister of Mines and Resources as Chairman in 1947. “This proved an effective instrument for coordinating much of the northern scientific effort of government departments, and for indicating areas where the need for research was most pressing,” Rowley observed. “The work of the Arctic Research Advisory Committee was probably one factor in the Cabinet Secretariat’s decision to review the relationships between those departments that were active in the north,” which produced the recommendation to Cabinet to establish the ACND – a decision that carried on 19 January 1948.²¹

In the next section of this volume, Smith charts the long and rather winding road that the ACND followed over the subsequent twenty-three years. Read in conjunction with the minutes of the main ACND meetings, his thorough overview of the committee’s activities paints a comprehensive portrait of the issue areas and priorities that preoccupied officials in Ottawa with responsibilities for Northern affairs. To avoid replicating the detail which Smith provides, the following discussion intends simply to introduce some of the overarching themes that dominated committee deliberations from the late 1940s to 1967.

Sovereignty

The onset of the Cold War renewed pressures on Canada to balance sovereignty concerns with continental security imperatives. As relations between the Soviet Union and the United States deteriorated, North American defence analysts replaced Mercator projections with polar projection maps. Looking at the world from the

²⁰ Rowley, *Role of the Advisory Committee on Northern Development*, 5.

²¹ Rowley, *Role of the Advisory Committee on Northern Development*, 5.

perspective of the North Pole made the United States' proximity to the Soviet Union strikingly obvious. Strategists started to make nightmarish predictions of hostile bombers flooding over the northern approaches to wreak havoc on the continent's urban and industrial heartlands. Accordingly, US defence planners contemplated ambitious projects to serve the broader interests of continental defence, seeing the Arctic as an undefended roof rather than a natural defensive barrier. When the US pushed for immediate access to Canada's Far North to build airfields, weather stations, and conduct naval exercises, Canadian officials were apprehensive and cautious while journalists began to talk about a looming sovereignty crisis. These developments set the stage for a central debate about the sovereignty-security equilibrium that has persisted ever since.²²

Accordingly, questions of sovereignty propelled the formation of the ACND and became the focus of frequent discussion, particularly as they related to Canada-US relations. In changing Cold War contexts, this forum provided Canadian officials with a chance to debate whether the bilateral relationship was competitive and perilous (with the US compelling Canada to sacrifice sovereignty in the interests of continental defence)²³ or cooperative and rooted in compatible interests.²⁴ During the

²² For a literature review on military activities in the Cold War Canadian Arctic, see P. Whitney Lackenbauer, *Canada and Arctic Sovereignty and Security: Historical Perspectives* (Calgary: Centre for Military and Strategic Studies/University of Calgary Press, 2011), 437-41.

²³ See, for example, Grant, *Sovereignty or Security?*; Shelagh D. Grant, "Northern Nationalists: Visions of 'A New North,' 1940-1950, in *For The Purposes of Dominion: Essays in Honour of Morris Zaslow*, ed. K.S. Coates and W.R. Morrison, (Toronto: Captus Press, 1989): 42-70; Lt. Colonel Bernd Horn, "Gateway to Invasion or the Curse of Geography? The Canadian Arctic and the Question of Security, 1939-1999," in *Forging a Nation: Perspectives on the Canadian Military Experience*, ed. Bernd Horn (St. Catharines: Vanwell Publishing Limited, 2002), 307-32; Adam Lajeunesse, "Lock, Stock, and Icebergs? Defining Canadian Sovereignty from Mackenzie King to Stephen Harper," CMSS Occasional Paper No. 1 (Calgary: Centre for Military and Strategic Studies, 2007), 6-7; and Lajeunesse, "The True North As Long As It's Free: The Canadian Policy Deficit 1945-1985" (MA thesis, University of Calgary, 2007), 42, 59-60.

²⁴ K.C. Eyre, "Custos Borealis: The Military in the Canadian North" (unpublished Ph.D. thesis, University of London - King's College, 1981); Eyre, "Forty Years of Military Activity in the Canadian North, 1947-87," *Arctic* 40/4 (December 1987): 292-99; Joseph Jockel, *No Boundaries Upstairs: Canada, the United States, and the Origins of North American Air Defence, 1945-1958* (Vancouver, UBC Press, 1987); Elizabeth Elliot-Meisel, *Arctic Diplomacy: Canada and the United States in the Northwest Passage* (New York: Peter Lang, 1998); David Bercuson, "Continental Defence and Arctic Sovereignty, 1945-1950: Solving the Canadian Dilemma," in *The Cold War and Defence*, ed. Keith Neilson and Ronald Haycock (New York: Praeger Press, 1990), 153-70; Lackenbauer, "Right and Honourable"; Alexander W.G. Herd, "As Practicable: Canada-United States Continental Air Defense Cooperation 1953-1954" (M.A. thesis, Kansas State University, 2005); Coates et al, *Arctic Front*; Kikkert, "The Polaris Incident: 'Going to

earliest meetings of the ACND, the controversy over the report prepared by the Chief of the Geographical Bureau, Trevor Lloyd, on “U.S. Military Activities in Canada” served as a case in point. Subsequent discussions about Canada-US cooperation related to the Joint Arctic Weather Stations, the operation and control of remote airfields, air-refuelling bases, and the need for new transportation capabilities (such as icebreakers) kept the issue of a strengthened Canadian presence on the table – and generated the common refrain that Canada should strive to maximize its contributions to joint activities, particularly when it came to operating personnel.²⁵

Because Canada’s Cold War Arctic interests were often driven by security issues that gave rise to sovereignty concerns, the relationship between the ACND and DND remained close. The decision to reconstitute the committee and to establish a permanent secretariat in 1953, for example, was prompted by resurgent interest in Arctic sovereignty and security questions spurred by the Korean War and the Soviet detonation of its first hydrogen bomb.²⁶ Changing US strategy, the development of a

the Mat’ with the Americans,” *Journal of Military and Strategic Studies* 11/3 (2009): 1-29; Kikkert, “Pragmatism and Cooperation: Canadian-American Defence Activities in the Arctic, 1945-1951” (unpublished M.A. thesis, University of Waterloo, 2009); Lackenbauer and Kikkert, “Sovereignty and Security”; Daniel Heidt, “Clenched in the JAWS of America? Canadian Sovereignty and the Joint Arctic Weather Stations, 1946-1972,” in *Canadian Arctic Sovereignty and Security: Historical Perspectives*, ed. Lackenbauer (Calgary: Centre for Military and Strategic Studies, 2011), 145-169; Adam Lajeunesse, “A Very Practical Requirement: Under-Ice Operations in the Canadian Arctic, 1960-1986,” *Cold War History* 13/4 (2013): 507-524; Kikkert and Lackenbauer, “The Dog in the Manger – and Letting Sleeping Dogs Lie: The United States, Canada and the Sector Principle, 1924-1955,” in *The Arctic Ocean: Essays in Honour of Donat Pharand*, ed. Suzanne Lalonde and Ted McDorman (Leiden: Brill, 2014), 216-39; and Lajeunesse, *Lock, Stock and Iceberg: A History of Canada’s Arctic Maritime Sovereignty* (Vancouver: UBC Press, 2015).

²⁵ Rowley suggests that the decision of Hugh Keenleyside, the Deputy Minister of Mines and Resources, to not call a meeting of the ACND between December 1949 and his resignation in October 1950 reflected tensions with DND. “From the minutes and other Committee papers it appears that he had attempted to use the Committee as a means of discrediting the activities of the Department of National Defence in the north and enhancing the role of his own department,” Rowley observed. “He did not succeed, partly because the proposals he sponsored were, at least in some respects, unreasonable, and partly because the representatives of the Department of National Defence attending the meetings were better briefed than he. It was certainly not the way to handle a committee whose effectiveness required a basis of confidence and cooperation.” Rowley, *The Role of the Advisory Committee on Northern Development*, 7.

²⁶ When it came to the decision to reconstitute the ACND in 1953, Rowley notes that General G.A. Young’s background made him an able Chairman: “Having been a regular officer he was fully aware of military requirements, and having been Quartermaster General of the Canadian Army and President of Central Mortgage and Housing Corporation he had had

major Strategic Air Command base at Thule in northern Greenland, and deliberations about early warning radar stations prompted the ACND continued to consider continental defence-related activities and to recommend measures to uphold Canadian sovereignty in the region. The Distant Early Warning (DEW) Line, built across the 70th parallel in the mid-1950s to detect Soviet bombers, is the prime example. The boldest mega-project in Arctic history, the DEW Line dramatically altered the military, logistical, and demographic characteristics of the Canadian Arctic. Although the US designed and paid for it, Canadian officials negotiated a favourable agreement that protected Canada's sovereignty while securing economic benefits for Canadian companies. Managing political and journalistic concerns about sovereignty, however, ensured that officials had to carefully manage relationships and respond to minor American indiscretions without alienating their superpower ally. In the end, the DEW Line proved a major coup for Canadian sovereignty, reaffirming that the Arctic Islands explicitly belonged to Canada and that the US accommodated Canadian interests and sought harmony rather than relying on coercion to get its way. The cultural and environmental impacts of military projects, however, were less favourable.

The legal status of the Arctic waters in Arctic Archipelago (the Northwest Passage) and in Arctic Basin beyond posed a more intractable dilemma than questions of terrestrial sovereignty. American and Soviet submarine activity in the Arctic raised concerns about what was going on under the sea ice in the waters of Canada's Arctic Archipelago, but Canadian politicians sent mixed messages in the late 1950s about whether it formally claimed these waters. Canadian officials discussed issuing a more decisive claim in the 1960s—a topic that made its way to the ACND but would not be resolved until the 1980s.²⁷

Scientific Research

Security concerns permeated the ACND's consideration of Arctic science, particularly during the 1950s. The Canadian and American militaries needed to operate in the Arctic and, after the beginning of the Korean War, ballooning defence budgets offered unprecedented research funds for interested scientists and engineers.²⁸

considerable administrative experience. Possibly of most importance was that he had himself lived in the arctic, had retained an interest in the north, and could speak with confidence and first-hand knowledge of conditions there. He believed in the concept of the A.C.N.D., and the Secretariat could be sure of his full support. For instance, he appointed an outstanding departmental administrative officer, C.J. Marshall, to assist the Secretary." Rowley, *The Role of the Advisory Committee on Northern Development*, 12.

²⁷ On these developments, see Lajeunesse, *Lock, Stock and Iceberg*.

²⁸ In some cases, the swing in some university departments or faculties towards military research agendas was so pronounced that some subsequent American scholars dubbed it a

The military's need to operate in Arctic ground and air conditions, for example, spawned a wide variety of research programs, leading the two countries to establish the Joint Services Experimental Testing Station at Fort Churchill where they tested equipment and the cold's effects on human subjects²⁹ DND's Arctic Research Advisory Committee's recommendations were instrumental in the creation of the ACND, and the Defence Research Board's strong emphasis on Northern research (which it saw as "a field in which Canada could make a really unique contribution") shaped scientific agendas through close cooperation with other government departments and agencies and in providing facilities to support non-military research.³⁰ In due course, naval activities – both surface and, in due course, by submarines – also led the ACND to consider the importance of hydrographic research. Overall, the ebb and flow of Cold War tensions also led the interdepartmental Committee to consider the impacts of security restrictions on scientific data as well as formal research exchanges with the USSR.

"military-industrial-academic-complex." On this dynamic see, for example, Stuart Leslie, *The Cold War and American Science: The Military-Industrial-Academic Complex at MIT and Stanford* (New York: Columbia University Press 1993); Henry A. Giroux, *The University in Chains: Confronting the Military-Industrial-Academic Complex* (Boulder: Paradigm Publishers: 2007); and P. Forman, "Behind Quantum Electronics: National Security as Basis for Physical Research in the United States, 1940-1960," *Historical Studies in the Physical and Biological Sciences*, 18(1) (1987):149-229. Canadian scholarship by Shelagh Grant, Matthew Farish, and P. Whitney Lackenbauer also note the "militarization" of Canadian Arctic science during the early Cold War.

²⁹ On Canadian and American Arctic Cold War military science research, see A.M. Pennie, ed., *Defence Research Northern Laboratory, 1947-1965* (Ottawa, 1966); Andrew Iarocci, "Opening the North: Technology and Training at the Fort Churchill Joint Services Experimental Testing Station, 1946-64," *Canadian Army Journal* 10/4 (2008): 74-95; Alfred James Tedlie, "'Winter and Rough Weather': Fort Churchill 1946-1964 in Defence of Canada" (unpublished M.A. thesis, University of Victoria, 1989); Matthew Farish, *The Contours of America's Cold War* (Minneapolis: University of Minnesota Press, 2010); P. Whitney Lackenbauer and Matthew Farish, "The Cold War on Canadian Soil: Militarizing A Northern Environment," *Environmental History* 12 (Oct 2007): 920-950; and Matthias Heymann, H. Knudsen, M. Lolck, H. Nielsen, K. Nielsen and C. Ries, "Exploring Greenland: Science and Technology in Cold War Settings" *Scientia Canadiensis*, 33/2 (2010): 11-42; Janet Martin-Nielsen, "The Other Cold War: The United States and Greenland's Ice Sheet Environment" *Journal of Historical Geography*, 38 (2012) : 69-80. For a recent overview of science policies in different Arctic States during the Cold War consult: Ronald E. Doel, Robert Marc Friedman, Julia Lajus, Sverker Sörlin, and Urban Wråkberg "Strategic Arctic science: national interests in building natural knowledge – the interwar era through the Cold War," *Journal of Historical Geography* 44 (2014): 60-80.

³⁰ D.J. Goodspeed, *A History of the Defence Research Board of Canada* (Ottawa: Queen's Printer, 1958), 177. See 175-88 on the DRB and Northern research more generally.

The minutes of the ACND Main Committee's meetings also demonstrate that the militarization of Canadian Arctic science was far from complete. Canadians were aware of the Arctic's resource potential prior to the Second World War, but the state's focus on expanding agricultural economies, coupled with the challenges inherent in accessing the North, limited its horizons of scientific inquiry.³¹ "Aerial geological mapping in the northern Canadian Shield prior to 1950 had been carried out by traditional means, usually canoe and foot traverses," Geologist W.W. Nassichuk noted. Much geographical and geological knowledge of the Arctic Archipelago was limited to the mapping conducted by nineteenth century explorers searching for the Northwest Passage, as well as the work conducted by subsequent scientist-explorers and the limited aerial mapping completed in the interwar era. Although these activities confirmed the plausibility of the North as a resource frontier, spotty scientific knowledge limited exploration and exploitation efforts for natural resources.

After the war ended, the ACND's Main Committee members were eager to capitalize on technological advancements to facilitate a much more aggressive and systematic scientific understanding of Canada's northern territories. From 1946-1947, the USAF flew long-range photographic missions over the Arctic Archipelago and discovered several new islands.³² Beginning in 1948, the RCAF conducted its own detailed survey of the entire archipelago using trimetrogon photography and converted Lancaster bombers. The five-year program identified Prince Charles Island and Air Force Island and allowed the government to produce air navigation charts to a scale of 1:506,880. Operation Keewatin, the experimental helicopter-supported mapping project launched by the Geological Survey of Canada in 1952, increased the pace of 1:250,000 scale mapping in remote areas. Nassichuk observed that this landmark operation (and similar projects that followed, such as Operation Franklin in the High Arctic) "resulted in the virtual completion of reconnaissance mapping of the Canadian Shield."³³

Interpreting and exploiting the massive amounts of data gathered through these operations required enhanced scientific and logistical capacity. In the late 1940s, government officials acknowledged that Canada lacked adequate sealift and airlift to support regular, concerted Arctic research. The ACND contributed to the gradual rectification of such deficiencies by affirming the need for separate DND and DOT icebreakers, encouraging the government to support the growth of northern research

³¹ For a sample of state research in the North before the war, see Smith, *Historical and Legal Study*, particularly 199-214 and 341-67.

³² For further research on the USAF flights consult: Peter Kikkert, "The Polaris Incident: 'Going to the Mat' with the Americans," *Journal of Military and Strategic Studies* 11(3) (Spring 2009), 1-29.

³³ Nassichuk, "Forty Years," 275, 279.

centres, supporting Arctic Institute of North America projects, coordinating governmental support for major expeditions to remote scientific outposts such as Lake Hazen, and by securing annual federal research funding for Arctic research.

The ACND also conscripted science to buttress Canadian Arctic sovereignty. According to Ronald Doel and his co-authors, “Canadian leaders realized that scientific research outposts provided symbolic sovereignty, reinforcing state claims to the far-flung constellation of northern islands, including those bordering Greenland.”³⁴ Initially, financial and personnel limitations constrained the ACND’s scientific aspirations and forced it to undertake programs with the United States such as the Joint Arctic Weather Stations.³⁵ In the ensuing decades, however, even these jointly-operated stations served as important hubs for Canadian scientific research and the ACND balanced these isolated stations’ limited support capabilities against its sovereignty agenda. During the mid-1950s, the ACND helped to coordinate the various Canadian science teams that contributed to the Second International Geophysical Year. In 1958, after the International Conference on the Law of the Sea determined that states could claim resources on their continental shelf up to 200 miles offshore, the ACND partly inspired, and subsequently supported the Polar Continental Shelf Program (PCSP). In its first year, the program demonstrated that the challenges of conducting scientific research in the High Arctic could be managed. Over time, it blossomed and ultimately developed its own logistics hub at Resolute that served a host of Canadian research in the Archipelago, from fields as diverse as glaciology, oceanography, seismology, and geology.³⁶

Throughout the ACND’s oversight and coordination of these diverse activities, the minutes of the Main Committee’s meetings reveal the continuing southern emphasis of Canadian Arctic science policy through to the 1970s. R.A.J. Phillips, who attended the committee meetings periodically through the 1950s and 1960s, later explained that “the expansion of these scientific and technical frontiers needed to go on independently of any new plans to help the people of the North, or to promote their industry. Even if there had not been a single permanent resident north of sixty

³⁴ Doel, “Strategic Arctic science: national interests in building natural knowledge – the interwar era through the Cold War,” 70.

³⁵ For more research on the Joint Arctic Weather Stations consult: Heidt, “Clenched in the JAWS of America?”; Gordon Smith, “Weather Stations in the Canadian North and Sovereignty,” *Journal of Military and Strategic Studies* 11/3 (Spring 2009): 1-63; and W.C. Wonders, “The Joint Arctic Weather Stations (JAWS) in the Queen Elizabeth Islands,” *Essays on Meteorology and Climatology: In Honour of Richmond W. Longley* (Edmonton: University of Alberta, 1978), 399-415.

³⁶ E.F. Roots, “The Polar Continental Shelf Project,” in *Canada’s Changing North* (2nd ed.), ed. William C. Wonders (Montreal: McGill-Queen’s University Press), 429-435; and Michael Foster and Carol Marino, *The Polar Shelf: the Saga of Canada’s Arctic Scientists* (Toronto: NC Press Limited, 1986), 15.

degrees, this considerable staff and money were required for purposes of importance to the country as a whole, or to the broader scientific community.”³⁷ Arctic environmental research directed by northern stakeholders, and recognition of the value of Traditional Ecological Knowledge (TEK), did not emerge on any large scale amongst southern observers until after the ACND concluded its activities.³⁸

Economic and Social Development

The ACND also dedicated much of its time in the 1950s and 60s to addressing the need for more appropriate government policies relating to resource and economic development, planning for Northern settlements, and the delivery of government services more generally. As Hugh Keenleyside wrote in his memoirs:

The awakening general interest in the Arctic was in part the result of political and defence considerations that marked the period of the Cold War. But additional recognition of its importance came also from a new appreciation of the economic possibilities of that region. And the more admirable aspect of humanity’s split personality was illustrated by a growing appreciation of the social responsibility of those living in a more favourable environment for the welfare of others of our common destiny who had been existing in half-forgotten isolation beyond the horizon of the North.³⁹

These interests fit with the spirit of the times. The postwar “boom years,” buoyed by natural resource wealth driven by vigorous global demand, bolstered the political fortunes of the Liberal governments of Mackenzie King and Louis St. Laurent. In 1953, St. Laurent’s government vested the newly-created Department of Northern Affairs and National Resources (DNANR) with administrative responsibility for the

³⁷ Phillips, *Canada’s North*, 165.

³⁸ Scholar Stephen Bocking contends that the “whiteness” that characterized Arctic science during this period precluded the integration of Aboriginal authority or environmental knowledge. See Bocking, “Indigenous Knowledge and the History of Science, Race, and Colonial Authority in Northern Canada,” in *Rethinking the Great White North: Race, Nature, and the Historical Geographies of Whiteness in Canada*, ed. Andrew Baldwin, Laura Cameron and Audrey Kobayashi (Vancouver: University of British Columbia Press, 2011): 42-43. On the transition towards a recognition of the value of Northerners’ knowledge, see Thomas R. Berger, *Northern Frontier, Northern Homeland: the Report of the Mackenzie Valley Pipeline Inquiry* (Vancouver: Douglas & McIntyre, 1988); and Michael Bravo, “Science for the People: Northern Field Stations and Governmentality,” *The British Journal of Canadian Studies* 19(2) (2006): 78-102.

³⁹ Hugh L. Keenleyside, *Memoirs of Hugh L. Keenleyside: On the Bridge of Time, Vol. 2* (Toronto: McClelland and Stewart, 1982), 308-309.

Canadian North.⁴⁰ By combining the Northern Administration and Lands Branch with the Department of Mines and Resources, it hoped to capitalize on the riches embedded in the Canadian Shield. Minister Jean Lesage, who would go on to initiate Quebec's "Quiet Revolution," played a leadership role in the postwar "Arctic Revolution" alongside his deputy Gordon Robertson from the Privy Council Office and Robertson's executive assistant, Ben Sivertz. With gold production in Yellowknife resurgent and prospectors flooding to the NWT, "It didn't take a genius to tell the Ottawa mandarins that the rules had to be changed to make it easier to develop northern resources," John David Hamilton noted. "This would involve wider political and taxation rights for whites already in Yellowknife, and there might have to be new rules for the indigenes.... Considering that there were no government administrators in residence - just the HBC, the missionaries, and the Mounties - the mandarins had to fly by the seats of their pin-stripe pants."⁴¹ New bureaucratic machinery would allow federal authorities to frame and implement a comprehensive, reformist Northern strategy that would extend transportation networks northward, promote northern resource development, and leverage the economic growth occurring across the continent. "The Liberal government of Louis St. Laurent recognized in the expanding American economy opportunities to market northern resources and found in the strong state instruments developed during the war the means to promote northern resources development," Abele noted. "Later, Prime Minister John Diefenbaker gave vivid political expression to the same economic strategy."⁴²

Diefenbaker's ambitious "Northern Vision" (formally titled the "National Development Policy"), first articulated in the mid-1950s, helped win him the prime ministership in 1957 by mobilizing Northern development as a form of popular nationalism and nation-building.⁴³ The reports of the Royal Commission on

⁴⁰ On DNANR's broad mandate for northern administration and development, see Phillips, *Canada's North*, 162-64.

⁴¹ Hamilton, *Arctic Revolution*, 57. Hamilton noted that Robertson "had no previous experience in the North and was the purest of Ottawa mandarins. A native of Saskatchewan, he studied at Oxford and Toronto before joining External Affairs. He served the Privy Council from 1945 to 1953 and, by reputation, was eminently qualified to understand the changes in the machinery of northern administration that had been put in place by his predecessors, Dr. Keenleyside and Major-General Hugh Young." He also explained how "Robertson picked as his chief administrator Ben Sivertz, an assistant to both Keenleyside and Young. Sivertz was from Victoria, a former schoolteacher, merchant marine officer, and navy commander who had been in Ottawa since the end of the war." Ibid, 65.

⁴² Abele, "Canadian Contradictions," 312.

⁴³ On this theme, see Morris Zaslow, *The Northward Expansion of Canada, 1914-67*, (Toronto: McClelland and Stewart, 1988), 332, which sees the Northern Vision as a "concept of

Canada's Economic Prospects (Gordon Commission) highlighted the economic benefits that Northern oil, gas and mineral resources could bring to the Canadian economy—and the need to stem the rising tide of foreign control of Canadian industry. “In the context of 1957 and 1958,” historian Philip Isard observes, “Diefenbaker attempted to implement an economic policy centered on the North that would: draw Canada out of recession, distinguish his policies from his Liberal predecessors, and call upon the Conservative legacy of Sir John A. Macdonald's ‘National Policy’”. In some ways, the ‘Northern Vision’ was a political platform, an economic platform as well as an ideological platform.” This long-term, national economic policy was intended to encourage Northern resource development and, through benefits derived from public and private sector investments, improve the general welfare of the region. “Using the fiscal benefits accrued from commercial development of northern natural resources, [Diefenbaker] could offset the massive federal expenditures that his government was prepared to invest in the North,” Isard notes. It also represented “an attempt to offset the influence of commercial American interest, encourage greater financial participation of Canadians in their own economy, and foster a relationship between public and private enterprise.”⁴⁴ Although ultimately a casualty of broader economic, defence, and foreign policy issues,⁴⁵ the Northern Vision laid a strategy policy foundation that guides federal approaches to development of the “Northern frontier” that persists to the present.

The aerial mapping that began in the 1950s led to the discovery of occurrences of gold, silver, nickel, copper, lead, zinc, molybdenum and asbestos, as well as pegmatites containing lithium, beryllium, niobium, and tantalum. New mining operations, like the North Rankin Nickel Mine on the northwest coast of Hudson Bay, the Pine Point lead-zinc mine south of Great Slave Lake, and various properties in Yellowknife, went into production. Exploration activities shifted to base metals in the northern mainland during the 1960s, while gold discoveries in the northern Barren Lands, uranium deposits in the District of Keewatin, iron ore on Melville Peninsula and near Mary River on northern Baffin Island, lead-zinc on Baffin and Little Cornwallis Islands, and tungsten, silver, lead and zinc in the Yukon, continued

developing the North as a national duty” and had political appeal that transcended regional, sectarian, and class lines.

⁴⁴ Philip Isard, “Northern Vision: Northern Development during the Diefenbaker Era” (unpublished M.A. thesis, University of Waterloo, 2010), 3-5, 29-30. For a solid overview of the historiography on Diefenbaker's “Northern Vision,” see Isard, “Northern Vision,” 9-18. Isard concludes that although the Northern Vision did not generate the levels of economic development in the Territorial North that Diefenbaker had promised, “it did generate nationwide attention and concern for the underdeveloped North ... [and] began the process of modern redevelopment and expansion” in the region. “Northern Vision,” 103.

⁴⁵ See, for example, Robert Bothwell, Ian Drummond and John English, *Canada Since 1945: Power, Politics, and Provincialism*, rev. ed. (Toronto: University of Toronto Press, 1989), 186.

to elicit significant attention. Furthermore, the search for oil and gas accelerated in the late fifties in the Beaufort Sea-Mackenzie Delta region and the High Arctic Islands, before the discovery of the Prudhoe Bay oil field in northern Alaska in 1968 precipitated a frenzy of activity—and government deliberations about its role in managing the massive reserves of oil and natural gas in the Beaufort Sea north of Canada.⁴⁶ Amidst this activity, members of the ACND contemplated what the state could and should do to create more favourable conditions for development in the northern territories.

Insufficient transportation infrastructure to transport marketable resources from the North to more populated areas represented the most obvious obstacle to economic development in the region. By linking resource deposits to markets and connecting to Northern settlements, federal officials saw opportunities to stimulate development and improve economic conditions. For example, the “Roads to Resources” program, first announced in 1958, formed part of the ‘Northern Roads Programme,’ a trans-national, federally-assisted road construction initiative. “Their underlying assumption was that if the federal government could build a main access route that drove through the North, this would encourage commercial industries to expand and build up peripheral areas,” Isard summarizes tidily.⁴⁷ Accordingly, the ACND discussed construction projects such as the Dempster Highway, a road linking Dawson City with Fort McPherson and Inuvik (only completed in 1978); the Mackenzie Highway linking Yellowknife with the south; and a railway connecting the community to the new mines at Pine Point, NWT, on Great Slave Lake. Furthermore, the ACND also dedicated significant attention to sea-lift activities, particularly operations associated with the Eastern Arctic Patrol, Joint Arctic Weather Stations, the DEW Line, and community resupply.

Planning for the general development of Northern communities was closely tied to economic and resource development issues.⁴⁸ The ACND deliberated frequently on how settlements should and could be designed and planned to promote and benefit from the new, “modern Arctic.” Officials discussed the interconnectedness between housing, public infrastructure (such as power supply, water supply, airstrips, and utilidors), and public health, as well as possibilities of integrating administrative, commercial, and military interests.⁴⁹ A prime example was the relocation of Aklavik,

⁴⁶ Nassichuk, “Forty Years,” 275-77, 279-81.

⁴⁷ Isard, “Northern Vision,” 38.

⁴⁸ On this theme, see also R. Quinn Duffy, *The Road to Nunavut: The Progress of the Eastern Arctic Inuit since the Second World War* (Montreal: McGill-Queen’s University Press, 1988).

⁴⁹ See, for example, Robert Robson, “Housing in the Northwest Territories,” *Urban History Review* 24/1 (October 1995):3-20; Patrick Gerald Nixon, “Eskimo Housing Programmes, 1954-65: a Case Study of Representative Bureaucracy” (unpublished Ph.D. diss. University of Western Ontario, 1984); and Michael Corley Richardson, “Community Development in the

the administrative centre for the Mackenzie Delta that faced flooding and water supply problems, and the construction of the new town of Inuvik. "The role of the Committee in the decisions regarding the establishment of Inuvik was crucial," Rowley noted. "No single agency would have agreed to move from Aklavik on its own, and no single department would have been likely to secure Treasury Board approval to a move without at least considerable delay. By acting together and in cooperation with Treasury Board, the Committee found a solution that was much more effective and far less costly than would have been the case if departments had proceeded separately, each with its own plans."⁵⁰ The government intervened in a different way to save Dawson City by promoting the old gold-rush town as a tourist attraction.⁵¹ Discussions about the "high modernist" redevelopment plans for Frobisher Bay, which envisaged the construction of a "miniature Manhattan" that would serve as the administrative centre for the Eastern Arctic and hub for mining and transportation,⁵² also reflected the expectations and assumptions of the postwar era. "There are great opportunities awaiting ordinary, everyday people who are willing to make their homes above the tree line," the government booklet *The is the Arctic* (1958) explained. "Modern techniques and inventions have made life in the North comfortable, the North will increasingly important not merely from a military viewpoint, but in the national economy."⁵³

Another modern state innovation of the postwar period was the introduction of the Canadian social welfare and health systems to Aboriginal people in the Northern territories. "Before the war, the government had given them meagre benefits," historian William Morrison explains, "but after the conflict it extended an increasingly wide range of new programs to them. The family allowance ("baby bonus") and old-age pensions were introduced first, followed by housing, schooling, health care, and economic development grants."⁵⁴ While positive in many ways, these

Canadian Eastern Arctic: Aspects of Housing and Education" (unpublished M.A. thesis, University of Alberta, 1976).

⁵⁰ Rowley, *Role of the Advisory Committee on Northern Development*, 11.

⁵¹ See Richard Stuart, "Recycling Used Boom Towns: Dawson and Tourism," *Northern Review* 6 (Winter 1990): 108-31.

⁵² P. Whitney Lackenbauer and Matthew Farish, "High modernism in the Arctic: Planning Frobisher Bay and Inuvik," *Journal of Historical Geography* 35 (2009): 517-44; and R.G. Robertson, "Arctic Preview: Far North's Miniature Manhattan," *Macleans Magazine*, 1 March 1958, 1. See also Jeffrey David Noakes, "Under the Radar: Defence Construction (1951) Limited and Military Infrastructure in Canada, 1950, 1965" (unpublished Ph.D. Thesis, Carleton University, Canada, 2005), and Duffy, *Road to Nunavut*.

⁵³ "The Built-In Weakness," *Globe & Mail*, 24 April 1958.

⁵⁴ William Morrison, "The North," on *Canada: Confederation to Present: An Interactive History* [CD-ROM] (Edmonton: Chinook Multimedia, Canadian Heritage, Telefilm Canada, University of Alberta, 2001).

benefits also served to pull into the gaze of state authorities like never before—and to draw public attention to the dismal conditions that some Northerners had to endure.⁵⁵ Historian John David Hamilton explains that:

In another time, the plight of the aboriginals might have gone unnoticed, but this was the right period for humanitarian action. As with other people around the world, the war had taught Canadians to share and work cooperatively and to make sacrifices for great causes. In the postwar period, voters had agreed there must be better social and medical services for all Canadians.

During this time “of humane desire for improvement that the northern equation,” Keenleyside focused on improving the welfare of Aboriginal peoples by “completely reorganize[ing] the NWT administration between 1947 and 1950 and ma[king] a modest start in improving health facilities and introducing public education in the Mackenzie District.”⁵⁶ This set the stage for dramatic changes to Inuit life.

In the two decades following the Second World War, officials devoted unprecedented attention to devising a new policy that would guide the government’s relationships with Inuit. A sharp decline in fur prices, declining caribou populations, improper housing for people dying of diseases, abhorrently high infant mortality rates, and well-publicized reports of starvation painted a bleak picture of Inuit life that needed to be redrawn through concerted government action. “In a period of national expansion of social welfare services and continued federal presence in the North,” Abele observed, “it was impossible to sustain the old ‘state of nature’ policy.”⁵⁷ In broad terms, Jean Lesage set the foundation of government policy for decades to come:

The objective of government policy is relatively easy to define. It is to give the Eskimos the same rights, privileges, opportunities, and responsibilities

⁵⁵ On critiques by American military personnel of the Canadian Government’s perceived neglect of Inuit, see Duffy, *Road to Nunavut*, 16, and Richard J. Diubaldo, *A Historical Overview of Government-Inuit Relations, 1900-1980s* (Ottawa: Department of Indian Affairs and Northern Development, 1992), 16.

⁵⁶ Hamilton, *Arctic Revolution*, 59. Hamilton notes that Keenleyside’s vision “clashed with the business-oriented Robert Winters, who became minister in 1950,” and when Keenleyside was posted to the United Nations that year “many of his NWT reforms were put on hold until the era of Jean Lesage. Winters was primarily concerned with resources - there was good reason for the ministry now being called the Department of Resources and Development. However, Keenleyside’s reorganization and his fledgling social program made the St. Laurent-Lesage-Robertson revolution of the 1950s much easier to accomplish.”

⁵⁷ Abele, “Canadian Contradictions,” 312. On early postwar economic conditions, see Duffy, *Road to Nunavut*, and the the *Cantley Economic Report on Eskimo Affairs* (1950).

as all other Canadians; in short, to enable them to share fully in the national life of Canada.

The broader needs—and they are immediate needs—are health, education and a sound economy. They are not separate problems, each one is related to the other. It is not enough to cure disease, the cause of the disease must be removed and this is largely a matter of education and improvement of economic conditions. Education must be provided, but this depends on good health and the needs of the economy. A sound economy means a diversified economy not based on the white fox alone; but for new occupations, both health and education are required. In providing health, education and the broad economy the complications are infinite.⁵⁸

What exactly would comprise the new federal policy, however, remained open for debate at the ACND and in other government forums. While missionaries and other advocates sought protections so that modernization would not destroy indigenous ways of life, federal officials (in departments with conflicting mandates) had to negotiate which policies would best suit their overarching agendas for socio-economic development.⁵⁹

Concomitant the new government focus on Northern resource development, Ottawa officials extended “full-scale colonial administration to the territorial North” in a remarkably short time in the early 1950s.⁶⁰ Ben Sivertz, who created the Arctic Division at DNANR, recalled how the department quickly “hired six northern service officers and created six divisions. We hired social workers, writers, and Inuktitut language teachers. When there was a report of starvation we sent help: sometimes one of our people chartered a plane and went in with food and equipment; sometimes the police were asked to go by dogsled. No two cases were the same.”⁶¹ With more authorities in place, more dramatic action was possible. Relocations of starving populations to areas where resources apparently existed in abundance represented the most direct intrusion, generating the most attention and debate.⁶² “To ensure that

⁵⁸ Quoted in Phillips, *Canada's North*, 170.

⁵⁹ See, for example, Hamilton, *Arctic Revolution*, 65; and Diubaldo, *Historical Overview of Government-Inuit Relations*, 36-37.

⁶⁰ Abele, “Canadian Contradictions,” 312.

⁶¹ Hamilton, *Arctic Revolution*, 65.

⁶² The High Arctic relocations have been well documented in previous studies, most of which were written to encourage the federal government to apologize to and compensate the relocated Inuit. See, for example, Zebedee Nungak, “Exiles in the High Arctic,” *Arctic Circle* (September/October 1990): 36-43; Alan R. Marcus, “Out in the cold: Canada's experimental Inuit relocation to Grise Fiord and Resolute Bay,” *Polar Record* 27/163 (1991): 285-96; “‘Their Garden of Eden’: Sovereignty and Suffering in Canada's High Arctic,” issue of *Northern Perspectives* (Canadian Arctic Resources Committee) 19/1 (Spring 1991); Alan R.

Inuit had the same rights, privileges, opportunities and responsibilities enjoyed by other Canadians,” historian Sarah Bonesteel observed, “the Government of Canada encouraged Inuit to settle permanently in communities and established social welfare programs for housing, education, healthcare and economic development to improve the Inuit standard of living.”⁶³ The “totalizing” force of the state radically transformed Inuit life, Frank Tester and Peter Kulchyski allege, with the ideology of progress driving the state’s attempts “to absorb Inuit ... into dominant social forms.”⁶⁴

Whatever one’s assessment of government motivations, the realities of social and economic change that authorities observed in the mid-1950s precipitated more systematic federal efforts to assist Aboriginal people become wage earners through adult education, vocational training, and business incentives for economic development and job creation.⁶⁵ “Finding employment in communities, particularly

Marcus, *Out in the Cold: The Legacy of Canada’s Inuit Relocation Experiment in the High Arctic* (Copenhagen: International Work Group on Indigenous Affairs, 1992); Tester and Kulchyski, *Tammarniit*; René Dussault and George Erasmus, *The High Arctic Relocation: A Report on the 1953-55 Relocation* (Ottawa: Royal Commission on Aboriginal Peoples, 1994); Alan R. Marcus, *Relocating Eden: The Image and Politics of Inuit Exile in the Canadian Arctic* (Hanover, NH: University Press of New England, 1995); and most recently Melanie McGrath, *The Long Exile: A True Story of Deception and Survival amongst the Inuit of the Canadian Arctic* (London: Fourth Estate, 2006). For critical responses, see F. Ross Gibson, “No reason to apologize to the natives,” *Arctic Circle* (September/October 1991), 8; Doug Wilkinson, “The paradox of the Inuit relocates,” *Arctic Circle* (Summer 1993): 32-3; and Gerard Kenney, *Arctic Smoke & Mirrors* (Prescott, ON: Voyageur Publishing, 1994).

⁶³ Sarah Bonesteel, *Canada’s Relationship with Inuit: A History of Policy and Program Development* (Ottawa: Indian and Northern Affairs Canada, 2006), vi. For the best study on this transition, see David Damas, *Arctic Migrants/Arctic Villagers: The Transformation of Inuit Settlement in the Central Arctic* (Kingston: McGill-Queen’s University Press, 2002).

⁶⁴ Peter Kulchyski and Frank James Tester, *Kiumajut (Talking Back): Game Management and Inuit Rights, 1900-70* (Vancouver: UBC Press, 2007), 7.

⁶⁵ Duffy, *Road to Nunavut*; Mark O. Dickerson, *Whose North? Political Change, Political Development, and Self-Government in the Northwest Territories* (Vancouver: UBC Press, 1992), 87; Bonesteel, *Canada’s Relationship with Inuit*; and Marybelle Mitchell, *From Talking Chiefs to a Native Corporate Elite: the Birth of Class and Nationalism Among Canadian Inuit* (Montreal: McGill-Queen’s University Press, 1996). For contemporary viewpoints, see D.S. Stevenson, *Problems of Eskimo Relocation for Industrial Development* (Ottawa: Northern Science Research Group, 1968); Edward R. Weick, *Economic Development of the Canadian North and its Consequences for the Canadian Eskimo Society* (Ottawa: Department of Indian Affairs and Northern Development, 1969); Andrew J. Freyman and Graham T. Armstrong, “The Role of Indians and Eskimos in the Canadian Mining Industry,” *Canadian Mining and Metallurgical Bulletin* (1969); and Edward R. Weick, “The Eskimos of Canada’s Northwest Territories: a Problem of Northern Development” (MA thesis, University of Ottawa, 1971).

stable, year-round jobs was difficult for many adult Inuit who spoke little English and lacked formal education and skills training,” Bonesteel noted. Yet the traditional hunting and trapping lifestyle was no longer sustainable in a sedentary, community setting.⁶⁶ Whether local jobs were available or not, the era in which Aboriginal peoples in the territories lived off the land as hunter-gatherer had passed by the late 1960s. Almost “the entire population lived in small communities—another result of the provision of new government services that required a settled and centralized clientele,” William Morrison notes. Although Aboriginal peoples retained their special relationship to the natural environment, “they typically lived in houses built by the government in settlements from Pangnirtung to Tuktoyaktuk” rather than in tents or igloos.⁶⁷

All told, Frances Abele noted “practical consistency in the overall postwar federal approach.” Federal political aspirations to exploit northern resources dovetailed with “the need to address the hardships being endured by northern Native people,” which civil servants perceived “to be a consequence of Native people’s unpreparedness for wage employment and the absence of viable economic opportunities.” The solution, of course, “was federal programs to develop a Native labour force and to create business and employment opportunities.” This policy approach revealed, in her view:

the two contradictory strands in Canadian political ideology and practice. The interpretation of the circumstances of northern Native people as a result of individual disadvantage is fundamentally liberal, as is the solution implied by this interpretation. In addition, all of the postwar state initiatives bore the stamp of Canada’s Tory beginnings. The northern National Policy, the new social welfare programs, and even the forms of democratic self-government were introduced from the top down. Administrators retained decision-making authority; political control was devolved very gradually.

Although “neither the economic development strategy nor the programs to ameliorate Native people’s ‘disadvantaged’ position [with respect to both the waged workforce and the political process] succeeded in their longer term objectives,” she observed, “the explanation for the short-term administrative success and longer term political failure of these federal designs did not become clear until the Native people’s version of northern history was revealed in the 1970s.”⁶⁸ Even though Northern Aboriginal peoples still found themselves marginalized both economically and politically in the 1960s, the administration of the North had changed profoundly.

⁶⁶ Bonesteel, *Canada’s Relationship with Inuit*, 12.

⁶⁷ Morrison, “The North.”

⁶⁸ Abele, “Northern Contradiction,” 314.

Governance and Administration

The ACND's operations must also be situated in the changing administration and governance of Northern affairs. "Up to 1951, the NWT was run (as much as government had anything to do with running it) by a handful of Ottawa mandarins in their spare time," Hamilton concluded. "The commissioner still was deputy minister of whatever department had been given responsibility for the NWT, and the four members of the NWT Council were appointed from the mandarinat except for one or two token white northerners. The council met occasionally, never in the Territories." This began to change in 1951, when the NWT Council expanded to eight members, three of whom were elected (all non-Aboriginal representatives from the Mackenzie District). Beginning in December of that year, the council met in the Territories once a year, with a second meeting in Ottawa.⁶⁹ The powers of the Territorial Council gradually increased, and by 1966 elected Members formed the majority on the Council. Nevertheless, the practical power base remained in the national capital, with the NWT and Yukon run as "Canada's colonies."⁷⁰

ACND members watched these developments, and as an increasing phalanx of federal officials joined the RCMP, missionaries, and trading companies in remote settlements, it became starkly obvious that governance was externally imposed. "No local government in the southern Canadian sense existed," Quinn Duffy noted. "The only municipal-type structure was the 'local government district' of Yellowknife, and regional structures of any kind were unknown." Over time, however, authorities "charged with responsibility for the Arctic communities came to realize that decision-making, social responsibilities, and programs should no longer be centralized processes issuing out of Ottawa but had to arise indigenously from among the local population concerned."⁷¹ In 1961, the Glassco Commission found that the absence of municipal and local governments complicated and hindered effective administration in the North. The Commission contended that the North was a society that "resembles neither that to which the natives have been accustomed nor that in which their administrators have been reared - and one, moreover, that is constantly changing."⁷² ACND members faced the practical implications of such logic, and contemplated how to establish structures of community governance and how to encourage Inuit to participate in local government and administrative

⁶⁹ Hamilton, *Arctic Revolution*, 63.

⁷⁰ Ken Coates, *Canada's Colonies: A History of the Yukon and Northwest Territories* (Toronto: James Lorimer & Company, Publishers, 1985).

⁷¹ Duffy, "Canada's Newest Territory: The Formation of Nunavut" on *Canada; Confederation to Present: An Interactive History* [CD-ROM] (Edmonton: Chinook Multimedia, Canadian Heritage, Telefilm Canada, University of Alberta, 2001), 3.

⁷² Quoted in Isard, "Northern Vision," 92-83.

organizations, such as regional councils, town and hamlet councils, and housing authorities.⁷³

ACND members also discussed the recommendations of the federally-appointed Advisory Commission on the Development of Government in the Northwest Territories (the Carrothers Commission) when it recommended, after consultations across the NWT, a gradual increase in territorial responsibility through the setting up of a working territorial government. In 1967, the Government of the Northwest Territories (GNWT) moved from Ottawa to Yellowknife, the new capital of the Northwest Territories. This expanded the territorial civil service and heightened the territorial and federal governments' awareness of social concerns and the need to improve welfare in the region. For their part, Inuit became eligible to vote in the 1950 federal election, and the first Inuk was elected to the NWT Council in 1966. Having raised their voices with increasing force at the community level, Inuit, First Nations, and Métis in the territorial north were well poised to play a more central role in the development of new forms of local and regional government in the 1970s and beyond.⁷⁴ Aboriginal peoples' strong responses to the 1969 White Paper, as well as the formation of organizations dedicated to the pursuit of land claims, would fundamentally change the political landscape. By the time federal administrators felt the full force of resurgent Aboriginal political activism, however, the ACND had worked through its short "boost" from 1968-71 and was disappearing as an influential policy body.

The Decline of the ACND

In his 1974 novel *Ultimatum*, Canadian aviator, lawyer and historian Major-General Richard Rohmer has his fictional Minister of Indian Affairs and Northern Development, Pierre Allard, explain a breakdown in control over resource development in the northern territories. "Quite frankly, we've been involved in a leadership brawl over the work of the Advisory Committee on Northern Development," Allard tells his fellow Cabinet ministers. "This committee, made up of senior civil servants from all the ministries with responsibilities in the Territories, makes recommendations to the various ministers. In the past, the committee has been so strong and the ministers so weak that virtually all the recommendations have been accepted without question. As a result, we have had policy-making, in fact,

⁷³ Duffy, *Road to Nunavut*, 243-246.

⁷⁴ Dickerson, *Whose North*, 87. When the N.W.T. government moved to Yellowknife in 1967, the Council increased to 12 members (7 elected and 5 appointees). In 1975 the Council became a fully elected body with 15 members, most of them Inuit, Indian, and Métis. Duffy, "Canada's Newest Territory," 6. For its part, the GNWT grew from 56 personnel in 1966 to 1285 by 1970. Gurston Dacks, ed., *Devolution and Constitutional Development in the Canadian North* (Ottawa: Carleton University Press, 1990), 27.

government, by a committee of civil servants.” Bureaucratic political in-fighting, ministerial turf protection, and poor communication across departments left a “deplorable situation” whereby Canada “have not had, up until this time, a clearcut statement of national goals and objectives for the Canadian North.”⁷⁵

Rohmer’s fictional account was a deliberate statement on the fall, rise, and eventual collapse of the ACND. Graham Rowley, in his factual overview of the Committee based upon his intimate knowledge of both its practices and the personnel who comprised it, summarized that:

After a somewhat shaky start in 1948, the A.C.N.D. was from 1953 to 1963 an active and very influential body. All important northern policy was processed through it and often originated in its proceedings or those of its sub-committees. After 1963 its influence declined rapidly and it lost much of its credibility in government circles. There were many reasons for its initial success and subsequent decline....⁷⁶

It is beyond the intent of this introduction to undertake a forensic analysis of why the ACND declined and eventually disappeared. A few contextual observations, however, may offer some insight. The Diefenbaker Conservatives’ loss of their majority government in 1962 certainly dealt a death blow to the Northern Vision,⁷⁷ and the Liberals under Lester Pearson (who took office the following year) shifted their focus away from advancing the North’s economic integration with the rest of Canada towards social welfare concerns. By conceptualizing the North as “a problem area” best dealt with through social programming rather than seeing it as a frontier of resource promise,⁷⁸ the government channeled responsibility for the region more narrowly to the new Department of Indian Affairs and Northern Development (1966) and its Indian and Eskimo Affairs and Northern Development program areas. With the decline of defence activities in the region during this era, the disappointing pace of resource development, and the transfer of the Office of the Commissioner of the NWT to Yellowknife in Canada’s centennial year, the Territorial North looked like a very different place than it had in the aftermath of the Second World War and Korean War.⁷⁹

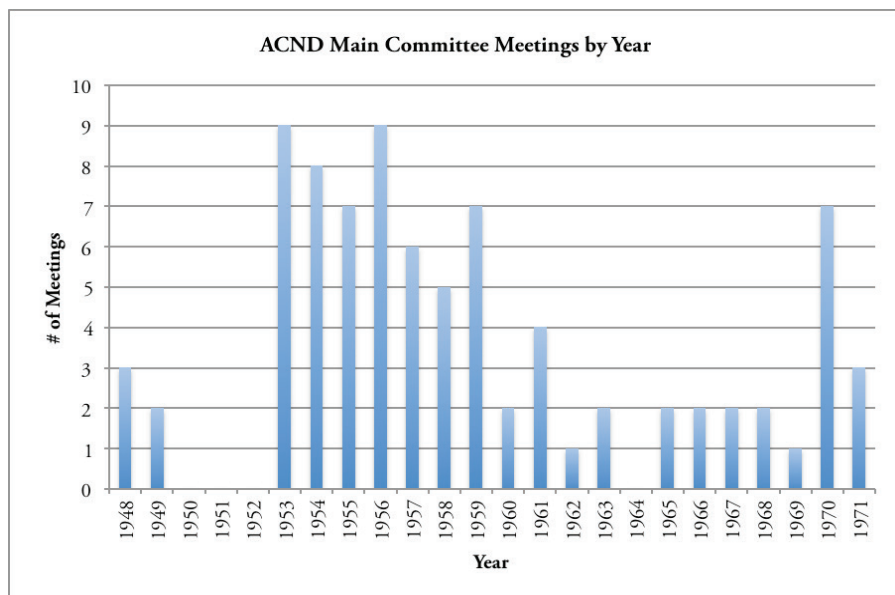
⁷⁵ Richard Rohmer, *A Richard Rohmer Omnibus* (Toronto: Dundurn, 2003), 200.

⁷⁶ Rowley, *Role of the Advisory Committee on Northern Development*, 37.

⁷⁷ For example, DNANR faced a 15% staff reduction, thus reducing its capacity to administer the North. Philips, *Canada’s North*, 176.

⁷⁸ Isard, “Northern Vision,” 78.

⁷⁹ On the rise and fall of the “strategic North,” see Eyre, “Forty Years of Military Activity,” and Coates et al, *Arctic Front*, 75-77.



“When the A.C.N.D. had been established,” Rowley observed, “the Department of Resources and Development was one of several departments that were active in the north and had in fact fewer staff there than some.” After a period of rapid expansion, however, it quickly became “the largest department in the north” by far. By the late 1960s, the army of DIAND administrators, staff, and policy makers meant that “no longer did it depend on the help and cooperation of others in order to carry out many of its responsibilities in administering the north.” This single department, “as the administrative authority, the largest employer, and the biggest spender, had come to dominate the North.” Consequently, Rowley noted that, with greater frequency, “northern policies were decided in the Department” without consulting others. “To many it appeared that the Northern Program of the Department recognized only one solution to any problem in the north, and that was the one they had already devised,” he noted. With control over the lion’s share of northern activities, DIAND no longer perceived a strong need to focus on inter-departmental cooperation.⁸⁰

While the minutes of the ACND meetings neither confirm nor deny Rowley’s hypothesis, the sporadic frequency of its meetings, as well as the declining seniority of the federal officials who attended as representatives of their respective departments, provides evidence of its declining influence – and eventual disappearance as a functioning body. “The link with the Privy Council Office had all but vanished” by

⁸⁰ Rowley, *Role of the Advisory Committee on Northern Development*, 23-24.

1967, Rowley observed, and the hosting of meetings at the Centennial Tower in Ottawa—the headquarters of DIAND—meant that department’s staff represented nearly half of all participants at some of the later meetings. Although the federal government never formally abolished the ACND, it held its last recorded meeting on 7 October 1971. Various sub-committees and other groups spawned by the main ACND “survived for some years,” Rowley noted (see appendix, pp. 921-28), “but, without the A.C.N.D. to endorse their decisions, they could have little influence on policy and were concerned mainly with administrative matters.”⁸¹

Given the origins and mandate of the ACND, it should come as no surprise that bureaucratic politics played a role in both its rise and fall. By bringing together the administrative heads of all agencies with substantive operations in the North, this senior inter-departmental group had acted, in its hey-day, as a “clearing-house for information and a forum for discussion of major northern policy.” R.A.J. Phillips observed that:

Especially through its sub-committees, it consolidated federal activities that had formerly gone their separate ways. The kind of simple but effective reform it effected was to ensure that only one government department generated electric power in each community and that all sizeable construction programs in a community would normally be brought together in one program and one contract. The day was still distant when anyone might claim completely effective co-ordination of government effort in the North: when there would be total planning in the location of services and buildings, and complete consistency among all government agencies in their internal policies or in their relations with the people of the North.⁸²

Such an ideal state of policy coordination has never been achieved. Today, efforts to create inter-departmental synergies to prepare, coordinate, and respond to sovereignty, security and safety challenges in a domestic Arctic context remain a work-in-progress. New interpretive frameworks, both practical and theoretical, are needed to build and/or refine Whole of Government approaches that are consistent with Canada’s Northern and national interests.⁸³ Accordingly, we believe that empirical evidence (including historical research) and theoretical insights work hand-in-hand to inform how officials can and should envisage, implement and sustain comprehensive approaches will have direct, positive policy and practical benefits for governments and for Northern communities.

This collection is part of a research effort to conduct intensive documentary research on Whole of Government operations related to sovereignty, security, and

⁸¹ Rowley, *Role of the Advisory Committee on Northern Development*, 24, 37.

⁸² Phillips, *Canada’s North*, 169.

⁸³ Department of National Defence, *Arctic Integrating Concept* (2010), 6.

safety issues. This document collection makes accessible to researchers key documents that provide insight into the issues and problems that federal officials faced as they formulated policies during a formative period in the development of the Canadian North. We hope that scholars will use this material to produce historically-grounded “lessons learned” and will better discern how inter-departmental and inter-governmental relationships have (or have not) changed to cope with complexity, the extent to which government programs have been implemented successfully, and to assess issues of institutional credibility and/or culture.

The Advisory Committee on Northern Development, Especially in Connection with Sovereignty

*Gordon W. Smith (1982)*¹

A. First Phase: Establishment and Decline. 1947-1953

The Advisory Committee on Northern Development was established in the early post-World War II period, and was essentially a product of the time. Its founders saw for it two major functions:

- (1) to act as an advisory and coordinating body for northern policies, activities, and development, and
- (2) to keep a watchful eye on what may broadly be termed sovereignty questions in the North.

Thereafter, for at least a considerable number of years, it was probably more involved in these matters than any other unit of government. It is evident, however, that in recent years its role has declined.

Apparently the idea for the committee had its genesis in the minds of several senior government officials who were concerned in one way or another with the North. Prominent among these was Deputy Minister of Mines and Resources and N.W.T. Commissioner H.L. Keenleyside, and others were Secretary to the Cabinet A.D.P. Heeney and Minister of National Defence Brooke Claxton. Keenleyside had discussed the matter with several people, including Heeney, and had also brought it up in the N.W.T. Council. The minutes of a special meeting of the N.W.T. Council on October 22, 1947, record some remarks by Keenleyside on the subject, in part as follows:

Dr. Keenleyside said when he was in the Mackenzie District during July and August he noted a lack of co-ordination of the activities of the various government departments represented. Each one operated its own organization with no necessary contact with any of the others.... There was no apparent effort made to co-ordinate governmental activity. It seemed to the Commissioner that some thought should be given soon to the possibility of doing something along this line.... He thought, above everything, there should be some kind of a body - in Ottawa probably - which would have control over the building being done there....

¹ *Editors' Note:* Please note that Dr. Smith finished this draft narrative in 1982 based upon research that he had conducted before that time in government records. Wherever possible, we have provided updated footnote references to facilitate access to documents today.

While the Commissioner thought the problem of construction could be met, perhaps, by getting together the Deputy Ministers responsible and agreeing on some kind of government direction for it, there is a broader problem of cooperation in general.... He had not come to a personal conclusion but something will have to be done about it and fairly soon....²

In a memo to Lester Pearson dated November 21, 1947, Heeney tells of his talks with Keenleyside, and says that he (Heeney) has "had prepared a draft memorandum proposing the formation of an interdepartmental committee or panel."³ The memo in question, bearing the same date and evidently prepared for the signature of Claxton, goes into detail about the proposed committee. Its text was worded as follows:

Arctic Development Policy

1. The Cabinet and the Cabinet Defence Committee have from time to time in the past two years approved various projects in northern Canada. Some of these have been undertaken in co-operation with the United States as part of the continental defence scheme. Others are part of the government's normal programme for development of northern Canada; these, too, usually have some importance from a defence standpoint. The programmes include such measures as the establishment and operation of weather stations, low frequency Loran stations, air photography for mapping purposes, and Arctic research including the operation of ionospheric experimental stations.

2. In the majority of cases these undertakings, whether or not primarily for defence, have important civilian implications and involve some responsibility on the part of both the Defence and one or more civilian government departments. There is, therefore, a need for interdepartmental co-ordination to ensure that all responsibilities are discharged effectively. Moreover, it is in the national interest to ensure that problems of administration-particularly those involving United States participation in

² Department of Northern Affairs and National Resources file 500-2, *NWT Council - General File (Incl. Legislation)*, Vol. 4-A, minutes of special N.W.T. Council meeting (Oct. 22, 1947), Art. 3.

³ LAC, RG 25, vol.5912, file 50197-40, *Advisory Committee on Northern Development: General*, pt.1.1, Heeney to Pearson (Nov. 21, 1947). The letter contains the following passage, interesting because it foreshadows at this early stage the long-running disagreement between the Department of Transport on the one side and the Department of Mines and Resources and its successors on the other, over whether the United States should continue as a joint operator of the far north weather station program: "In particular, Keenleyside has cited correspondence with the Department of Transport, in which the latter Department indicates that there is no intention of operating the Arctic weather stations on anything but a joint basis. It is Keenleyside's view, and mine also, that the Government did not intend that United States personnel should remain permanently at any station on Canadian soil."

joint undertakings-are known to and dealt with by all the departments directly affected.

3. A recent report from the Interdepartmental Meteorological Committee draws attention to the situation existing in respect of the arctic weather station programme. The United States are still operating eight weather stations in northeast Canada and the Canadian Arctic. The present programme as approved by the Cabinet calls for the assumption of full operating responsibility by the Department of Transport over a three-year period (1947-50). It is expected that two stations will be taken over next year, but it is undoubtedly desirable to accelerate the process. This problem was, in fact, discussed at the August 12th meeting of Cabinet Defence Committee, when it was decided that the attention of the Department of Transport be directed to the importance attached by the government, on grounds of policy, to the introduction of Canadian personnel to all stations on Canadian territory as soon as might be practical.

4. In conjunction with the establishment of Arctic weather stations the United States have constructed air strips for supply purposes. Some of these are of a rudimentary character, but it has recently been learned that the United States Air Force has plans for the extension of at least one of these to a length greater than that required for weather station purposes. At present there is no adequate provision for Canadian control of these air strips except that exercised indirectly through the operational control of the related weather stations being vested in a Canadian meteorological official. Again, as has been previously reported, the United States is still operating three aerodromes in Canada-at Mingan, Fort Chimo and Frobisher Bay. Although an R.C.A.F. officer is stationed at each of these aerodromes, no plans have yet been made for their operation by Canada.

5. There are other factors in the overall problem, including transportation, communications, general administration and development, etc. For instance, the United States is at present providing all Arctic transportation, both air and sea, for these new Arctic projects. This tends, in practice, to give them a good deal of control over the operations.

6. The tendency has been for new Arctic projects to be considered separately. No provision has been made for any comprehensive review which would inter-relate all Arctic activities, presenting for the government a composite picture of the Canadian position in the Arctic and advice on the general policies to be followed.

7. It appears, therefore, that some advisory and co-ordinating committee, representative of the departments primarily interested should be formed for this purpose. The question of whether the Northwest Territories Council

could perform these functions was considered but it was felt that, because of the primarily administrative nature of the Council's functions, this might not be practical. A new committee or panel, composed of senior officials of the interested government departments, appears to be the best solution. The membership of such a committee would include at least one member of the Northwest Territories Council.

8. It is accordingly recommended that an advisory committee (or panel) on Arctic Development be established with the following terms of reference and composition:

(a) Terms of reference

To advise the government on questions of policy arising from defence and other undertakings in northern Canada (including those in which the United States are participating), and to co-ordinate activities of government departments and agencies in this field.

(b) Composition

The Deputy Minister of Mines and Resources (Chairman)

The Secretary to the Cabinet

The Under Secretary of State for External Affairs

The Deputy Minister of Transport

The Chairman, Chiefs of Staff Committee

The Chairman, Canadian Section, Permanent Joint Board on Defence.

The Deputy Minister of Health and Welfare, the Commissioner, Royal Canadian Mounted Police, and the Chairman, Defence Research Board, would be invited to attend when items of direct interest to them were being discussed; other officials would attend when appropriate. The Secretary would be provided from the Privy Council Office.

It is envisaged that the Committee would report to the Cabinet Defence Committee or to the Cabinet, depending on the subject dealt with.⁴

In his reply a few days later Pearson expressed his reluctance to see the establishment of "still another" interdepartmental committee, but nevertheless he agreed that there was "a real need" for this one. His principal suggestion was that the Chief of the Air Staff should be included as a member, either in place of the Chairman, Chiefs of Staff Committee (C.S.C.), or in addition to him, because of the important role of the R.C.A.F. in the matters under consideration.⁵

⁴ LAC, RG 25, vol.5912, file 50197-40, memo to Cabinet prepared for signature of Brooke Claxton (Nov. 21, 1947).

⁵ LAC, RG 25, vol.5912, file 50197-40, Pearson to Heeney (Nov. 27, 1947).

While the proposed committee was still in the discussion stage, Trevor Lloyd, Chief of the Geographical Bureau, wrote a long memo which stirred up a pronounced and varied reaction. His memo, entitled "Summary of United States Military Activities in Canada," appeared in draft form under date of December 22, 1947. Basically it set forth his fears that the United States was being given, or was taking for herself, too free a hand in the Canadian North. Lloyd admitted that his information was incomplete and in some cases probably inaccurate, but on the other hand he stressed that American domination of activity in the Canadian North, including the dissemination of information, was so thorough that it was extremely difficult to keep well posted about what was going on unless one could get news through American channels. Matters for concern as indicated by the memo included the continued presence of Americans in the Canadian North, the sometimes unauthorized expansion of U.S. facilities, corresponding unauthorized increases in American personnel, American domination of what were ostensibly joint projects, the apparent widespread assumption among Americans that they were in complete and unrestricted charge of these northern undertakings, and in general their lack of liaison with or provision of information to the Canadian authorities about their activities in this far northern region.

In the memo Lloyd listed in detail a large number of more specific complaints, in many cases, he admitted, without being able to give very precise or reliable evidence to support his charges. Among these complaints, given in either direct or indirect fashion, were the following:

- (1) the U.S. Weather Bureau had overriding weight in determining the locations of the new joint arctic weather stations,
- (2) the U.S.A.F. was developing airbase facilities at some of the weather stations, especially Resolute, beyond all reasonable requirements and without Canadian authorization,
- (3) extensive air photography was being carried on without clear authority,
- (4) observation, research, collection of data and publication or reports was being carried on extensively without proper authorization,
- (5) biological and other specimens were being taken back to the United States without regard for obtaining permits,
- (6) much of the American activity was clearly of a military nature,
- (7) U.S. authorities released information, press reports, etc., sometimes dealing with activities of a confidential nature and sometimes inaccurate, without consulting or cooperating with their Canadian counterparts, and
- (8) the American flag was consistently flown at U.S. installations in the Canadian North but the question of flying the Canadian flag was still unsettled.

Running throughout, and evidently stemming partly from concern and partly from uncertainty, was the strong suggestion that much of what the U.S. was doing in this vast area had no proper authorization from Canada. All told, the memo constituted a severe indictment of the American presence and performance in the Canadian North, even if much of it was rather vague and imprecise, without clear substantiation.⁶

The memo dated November 21, 1947, which had been prepared for the signature of Brooke Claxton, was revised, and, bearing the new date January 16, 1948, was presented to Cabinet. The most obvious change was that in its revised form it was to be signed by both the Minister of National Defence and the Minister of Mines and Resources. (This may, of course, have been intended from the beginning.) In essence the other changes amounted to the following.

The first sentence of Article 2 was replaced by new Articles 2 and 3, as follows:

2. Responsibility for the initiation and administration of civil developments in the north falls primarily - under government direction - on the Northwest Territories Council. The Department of Government chiefly concerned is the Department of Mines and Resources. Other civilian departments, however, also have direct interests, particularly the Department of Transport in respect of the weather station programme, and the Department of Health and Welfare. In many civilian undertakings in the area, the Department of National Defence also has some interest.

⁶ A copy of this memo is in LAC, RG 25, vol. 5914, file 50197-D-40, *Advisory Committee on Northern Development - Agenda and Documents*, pt.1.1. Another critical paper written about the same time as Lloyd's, which similarly attracted a good deal of attention behind the scenes, was one by Professor J.T. Wilson of the Geophysics Department of the University of Toronto entitled "Defence Research in the Canadian Arctic (With Especial Reference to Geophysical Research)." In this 24-page paper, written before February 27, 1948 for the recently organized Arctic Research Advisory Committee (of which Wilson was a member), Wilson was critical not so much of what the United States was doing in the Canadian North as of what Canada was not doing. He stressed that his primary aim was to emphasize positively what exploration, research, etc., ought to be undertaken by Canada there, rather than to indulge in merely negative criticism. Nevertheless the essay contained a barrage of direct and hard-hitting complaints about Canada's inadequate performance, e.g., "If the action Canada takes is not sufficiently vigorous we might as well let the Americans take the lead in Arctic defence and research and extend their de facto occupation; Canadian publicity "has been so lacking in the past that many Americans assume that it was they who have carried out all the work in the north including schemes wholly Canadian; and the Canadian Services' lack of interest in the Arctic was "little short of amazing" and "incredible." Wilson's paper was presented to the meeting of the Arctic Research Advisory Committee on Feb. 27, 1948, and considered in greater detail at the next meeting on March 16, 1948, at which time it was decided that "Prof. Wilson could not publish his paper without having it cleared for security." Apparently this was never done. See LAC, RG 85, vol. 1012, file 17624, *Arctic Research Advisory Committee*, pt.1, for copies of Wilson's paper and the minutes of the Arctic Research Advisory Committee meetings of February 27 and March 16, 1948.

3. Responsibility for defence projects in the north, on the other hand, falls primarily on the Department of National Defence. Many of these projects, however, have important civilian implications and involve some responsibility on the part of one or more civilian government departments.⁷

It is apparent that the main purpose of the two new articles was to underline the key roles in northern administration of the Northwest Territories Council and the Department of Mines and Resources. Further, it emphasized the involvement of other civil departments, and also the interlocking responsibilities of the civil departments and National Defence.

The terms of reference and composition of the committee were also revised, to read as follows:

(a) Terms of Reference

To advise the government on questions of policy relating to civilian and military undertakings in northern Canada and to provide for the effective co-ordination of all government activities in that area.

(b) Composition

The Deputy Minister of Mines and Resources (Chairman)

The Under-Secretary of State for External Affairs

The Deputy Minister of Transport

The Secretary to the Cabinet

The Chairman, Canadian Section, Permanent Joint Board on Defence

The Chief of the General Staff

The Chief of the Air Staff

The Deputy Minister of Health and Welfare, the Deputy Minister of Public Works, the Chief of the Naval Staff, the Chairman, Defence Research Board, and the Commissioner, Royal Canadian Mounted Police, would be invited to attend when items of direct interest to them were being discussed; other officials would attend when appropriate. The Secretary would be provided from the Privy Council Office.⁸

Thus Pearson's suggestion that the Chief of the Air Staff be included as a member was followed. The changes in the order of listing may not have had any particular

⁷ LAC, RG 25, vol. 5914, file 50197-D-40, pt.1.1. Memo to Cabinet entitled "Northern Development Policy," for signature of Minister of National Defence and Minister of Mines and Resources (Jan. 16, 1948), Arts. 2, 3.

⁸ LAC, RG 25, vol. 5914, file 50197-D-40, pt.1.1, Memo to Cabinet entitled "Northern Development Policy," for signature of Minister of National Defence and Minister of Mines and Resources (Jan. 16, 1948), Art. 10. Editor's note: Smith also noted an additional reference to LAC, RG 2, Series 16, vol. 12, *Cabinet Conclusions* No. 441 (Jan. 19, 1948), Secs. 7-11.

significance, but, more likely, they represented a revised concept of priority, or interest, or responsibility.

In this revised form the memo was presented to Cabinet on January 19.⁹ Claxton took the responsibility for explaining it, in the absence of Minister of Mines and Resources J.A. Glen, and it was strongly supported by Secretary of State for External Affairs Louis Lt. Laurent. The Cabinet approved it without delay.¹⁰

The first meeting of the newly-constituted A.C.N.D. was held on February 2, 1948 (*see document section*). In his opening remarks Keenleyside summarized the purpose and the terms of reference of the Committee, stressing its broad responsibility and its concern with defence, Canadian-American relations, joint activities of the two countries in the North, and maximum Canadian contribution to these activities. Going on to particular matters he emphasized the need for coordination in the programs of the various government departments in the area, notably in construction, and the problems involved in providing adequate transportation.¹¹

With regard to coordination, the meeting agreed that the Department of Public Works should be asked to examine, report on, and make recommendations respecting construction programs and consolidation of them, and that all departments concerned should be asked to submit future northern construction programs to Public Works for review. Regarding transportation, the Committee agreed that a subcommittee should be formed to study and report on both current and long-range transportation requirements in the North.¹²

The Committee then went on to discuss northern projects generally, focusing its attention upon a paper of January 28 by the secretary entitled "Northern and Arctic Projects,"¹³ which listed and summarized these projects without much further comment, and, more particularly, upon Trevor Lloyd's above-mentioned memo of December 22, 1947, on U.S. military activities in Canada. Heeney commented that

⁹ Advisory Committee on Northern Development, *Documents ND-1 to ND-50* (Smith notes as a booklet in A.C.N.D. Secretariat, Department of Indian Affairs and Northern Development), memo to A.C.N.D. by Group Captain (G/C) W.W. Bean, Secretary (Jan. 28, 1948). See also LAC, RG 25, vol.5912, file 50197-40, pt. 1.1, memo "Northern Development Policy; advisory committee" initialed SR (Jan. 19, 1948), and L.B. Pearson to S.S.E.A. (19 January 1948) stating that "We should maintain very close contact with [the committee]."

¹⁰ LAC, RG 2, Series 16, Cabinet Conclusions, vol. 12, no. 441 (Jan. 19, 1948), secs. 7-11.

¹¹ *Editors' note*: Smith noted that he consulted minutes of the A.C.N.D. at the Public Archives of Canada (now Library and Archives Canada) in Record Group 85 (Northern Affairs), file 1009-3 (Advisory Committee on Northern Development - General File), and in Record Group 25 (External Affairs), file 50197-C-40 (Advisory Committee on Northern Development - Minutes), and "in numerous vols. in black binders in the A.C.N.D. Secretariat, Department of Indian Affairs and Northern Development."

¹² See LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, memo by Keenleyside to A.C.N.D. (Jan. 29, 1948), wherein he proposes the appointment of a transportation subcommittee.

¹³ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, memo by G/C Bean (Jan. 28, 1948).

the memo seemed to suggest that the U.S. was deliberately attempting to carry on activities in Canada without proper authorization, and that his own experience indicated this was not the case. Rather the troubles arose from “lack of co-ordination in Canada and failure of departments to keep other interested departments fully informed both in Ottawa and Washington.” He drew attention also to some “inaccuracies” in the memo, e.g., the construction of airstrips at the arctic weather stations did not lack Canadian authorization. Pearson said that he had been “shocked” by the report and felt that, if true, it should be sent to the responsible U.S. authorities via the P.J.B.D. However, he expressed the same doubts about the memo as Heeney had done.

Keenleyside, perhaps a bit taken aback by the negative reaction to the memo, made an attempt to support it, saying that he was sure Lloyd had not submitted it as a deliberate attack on American activities in Canada, but rather as a factual report as accurate as it could be made at the time. The Committee decided that it should be reviewed by the members individually and collectively, and then consideration should be given “to forwarding it to General McNaughton for tabling at the next meeting of the Permanent Joint Board on Defence.”¹⁴ Thus, surprisingly, Lloyd’s “Top Secret” memo cataloguing complaints about the U.S. might end up in American hands.

It is apparent that Keenleyside, although perhaps the prime instigator of the A.C.N.D., was at the same time endeavouring to avoid stirring up the hackles of senior officials in his own department and particularly in the extremely touchy and sensitive N.W.T. Council. His broaching of the subject in the Council has already been mentioned. After the A.C.N.D. had been formed he discussed it again with Deputy Commissioner Gibson, who reported the conversation to one of his staff as follows:

In discussion over the telephone the Deputy Minister explained the committee’s activities as he visualized them. He said that it was not the intention to interfere in any way with the responsibilities or work of the Northwest Territories Council which are defined in legislation or for that matter with the natural resources administration in the Northwest Territories. Rather, the committee was being formed to deal with matters wherein the co-operation of other departments was essential or where help was needed to put over some scheme that would be in the general interest. He does not think the committee will meet very often....¹⁵

¹⁴ See reply by McNaughton (Feb. 13, 1948) to secret letter from Pearson (Feb. 6, 1948), dealing with these matters, in LAC, RG 25, vol. 5912, file 50197-40, p.1.1.

¹⁵ LAC, RG 85, vol. 300, file 1009-3, *Advisory Committee on Northern Development: General File*, vol. I, Gibson to Wright (Feb. 4, 1948).

The transportation subcommittee which had been recommended was set up without delay, and held its first meeting on February 20.¹⁶ Keenleyside, acting as chairman *pro tem*, explained the strong feeling in the A.C.N.D. that adequate transportation was one of the most pressing needs in the North and that the new subcommittee was therefore necessary. Its main responsibility would be to prepare a comprehensive report on northern transportation, in two parts. The first part would deal with immediate requirements for the current year, and should be available, with recommendations, within six weeks of the first meeting of the A.C.N.D. which had been held on February 2. The second would be a more detailed review of long-range requirements, again with recommendations, and might require four to eight months to complete.

Keenleyside pointed out that neither he nor Bean would be able to remain with the subcommittee in the future, and the members therefore chose Air Vice-Marshal James as chairman, at least for the period of the initial study, and Chipman as secretary. With James now in the chair discussion continued, and a brief plan was formulated to ascertain quickly transportation requirements in the North during the current year.¹⁷

Trevor Lloyd's memo of December 22, 1947, was issued again on April 23, 1948, in slightly revised form. In essence the new version corresponded closely to the old, except that he added a new part at the end as Section XVII (pages 16 and 17). In this new part he asked the question, "Are Northern Canada projects essentially United States undertakings?" and in answering it he wrote *inter alia* as follows:

An unfortunate tendency exists among American personnel stationed at several of the northern Canada stations, to regard the northern projects as essentially United States undertakings. This is bound to arise at stations where no Canadians are present, or where Canadian representation is only nominal, as at e.g. Chimo, Frobisher Bay, Padloping Island, River Clyde, etc. It is also true of some stations where a Canadian officer serves as Camp Commander.

He proceeded to list a number of factors which undermined the authority of the Canadian camp commanders, for example that at some stations "incoming American

¹⁶ Those in attendance were Keenleyside, H. H. Haydon (Secretary Treasurer Eldorado Mining and Refining Ltd.), A.D. MacLean (Controller of Civil Aviation Department of Transport), A. Watson (Marine Superintendent Department of Transport), Superintendent D.J. Martin (R.C.M.P.), A/V/M A. L. James (R.C.A.F.), Maj. Gen. N.E. Rodger (Canadian Army), and Lt. W.A. Moxley (R.C.N.). W.P. Chipman (Mines and Resources) and G/C Bean (P.C.O.) were present as secretaries.

¹⁷ A.C.N.D., *Transportation Sub-Committee of Advisory Committee on Northern Development: Meetings and Minutes 1948-1953* (Booklet in A.C.N.D. Secretariat), minutes of 1st meeting held Feb. 20, 1948.

personnel report to the U.S. Commander with the Canadian officer not necessarily having any knowledge of their status, purpose, or planned length of stay.”¹⁸

On the same day Group Captain Bean as Secretary of the A.C.N.D. issued a paper, seven pages in length, which he had been directed to prepare, and which was intended to be a supplement to and comment upon Dr. Lloyd's paper. On the whole it had the effect of lessening considerably the alarming aspects of Lloyd's memo. Saying that “a considerable amount of the information in the original paper was a matter of opinion,” Bean proceeded to deal one by one with the main subjects Lloyd had covered, the main import of his comments being that Lloyd had overstated the case and the situation was not actually as serious as his paper had indicated. Among the points he made were that the northeastern and joint arctic weather station programs, the location of sites and building of airstrips, U.S. air operations in the North including air photography, U.S. naval operations in Canadian Arctic waters, and scientific work of various kinds, were all known to the Canadian authorities and had at least some form of approval. The problems about release of information were being resolved by a recent agreement. Thus, on the whole, the situation was not unduly alarming, although, Bean suggested, more attention should perhaps be given to certain particular matters and to the question of more specific authorization for them. He concluded as follows:

There would seem to be grounds for stating that all activities listed in Dr. Lloyd's report have been covered by some sort of an authorization, though not necessarily in detail.

It would appear, also, that, though the means and the will exist for the passing to Canada of all information collected in Canada by the U.S. Services, the machinery for distributing this information to all interested departments of Government -- when it is of concern to them and considerations of security permit -- is not functioning in a fully satisfactory manner.¹⁹

The newly-organized Transportation Subcommittee held several more meetings in quick succession after the initial one on February 20. Following Meetings 2 and 3 on

¹⁸ LAC, RG 25, vol.5912, file 50197-D-40, vol. 1, revised memo by Trevor Lloyd (Apr. 23, 1948), sec. XVII.

¹⁹LAC, RG 25, vol.5912, file 50197-D-40, vol. 1, memo by G/C Bean to A.C.N.D. entitled “Summary of U.S. Military Activities in Canada” (Apr. 23, 1948). See A.C.N.D. Secretariat, Minutes of 2nd meeting A.C.N.D. held June 1, 1948, supporting documents, Brigadier General Staff (Plans) to V.C.G.S. (Feb. 15, 1948), for a very caustic comment on Lloyd's memo (Dec. 22, 1947 draft): “Re Trevor Lloyd's diatribe (a) It is a summary of ‘what appears to be’ activities. No where has he said what are the US Mil activities; and (b) If such a summary were required, the three services could have obtained accurate [information].” Smith notes that “the tenor of the paper is in poor taste, - Canada is lucky to have made these discoveries of activities through Trevor Lloyd.”

March 3 and 10 respectively the secretary was able to send a report, dated March 17, to the parent committee outlining the arrangements made for essential transportation during the coming season of 1948. A fourth meeting, evidently urgent, was held by telephone on May 13 to deal with the particular problem of R.C.A.F. requirements at Cambridge Bay.²⁰

The second meeting of the A.C.N.D. was held, after some delay, on June 1. The Committee noted with approval the Transportation Subcommittee's arrangements for 1948, also that the subcommittee would now be giving its attention to the long-term requirements of all departments concerned. Deputy Minister of Transport J.C. Lessard informed the meeting that the new ship being built for his department, following the loss of the *Nascope* in 1947, would not be available for use before the 1950 season; Vice Admiral Grant said that the icebreaker being built for the navy would not be ready before 1951. General McNaughton stressed the importance to Canada, from the standpoint of arctic sovereignty, of being able to provide transportation to these northern areas independently of the U.S. The Committee considered also a report of April 12 from the Deputy Minister of Public Works, the discussion indicating that coordination and consolidation of construction and services were desirable in some measure but in a practical sense were hard to achieve. It was agreed that the Deputy Minister of Public Works should be invited to convene an interdepartmental committee to examine the subject and make recommendations.

The meeting also discussed at considerable length the joint arctic weather stations program, the northeastern weather stations, and Canadian sovereignty in the Arctic, the last-named mainly with reference to a comprehensive article on the subject which was in view.

At the end the Committee returned to the subject which had been raised by Trevor Lloyd, on U.S. activities in Canada, having for reference his revised memo of April 23 and the above-mentioned memo of the same date by Secretary Bean. Lester Pearson said that Bean's memo "had set at rest some, but not all, of the fears which he had entertained as a result of the original memorandum by Dr. Lloyd." General McNaughton observed that difficulties were almost impossible to avoid, and that the trouble "was not so much a matter of bad faith on the part of U.S. authorities as it was a question of lack of knowledge of proper procedures at lower levels." Keenleyside said that both the papers under consideration were "not sufficiently objective," but, so far as the one by Lloyd was concerned, "this had been prepared on his own instructions and not on Dr. Lloyd's individual initiative." He admitted that senior American military officials "had been consistently careful to avoid any infringement of Canadian rights in their undertakings," but there had been infringements at lower levels. These were of three general types: "(a) the boastful or

²⁰ A.C.N.D. Secretariat, *Transportation Sub-Committee...Meetings and Minutes 1948-1953*, minutes of 2nd, 3rd and 4th meetings (held Mar. 3, Mar. 10, and May 13 respectively), by Secretary W.P. Chipman.

ignorant talk of comparatively junior officers or enlisted personnel ...; (b) the disregard of established procedures by field officers...; and (c) the publication by U.S. Services or other official agencies, or under their authority, of material relating to Canada without prior clearance with Ottawa....” In consequence he concluded that it was essential to keep a detailed record of all U.S. activities in Canada, and as an initial step he had had compiled a short list of these activities. Dr. O.M. Solandt, Chairman of the Defence Research Board, suggested that too much effort should not be given to this task, since it appeared to him that “nothing had been done which had not been authorized or would not have been authorized if authority had been sought.” In the end the Committee agreed that a monthly report “covering U.S. personnel and activities in Canada” should be made and circulated.²¹

The plan for a monthly report did not get a very favorable reception from the top officers in the Department of National Defence. Their opposition, and the problems which were thus raised, were outlined in a memo of November 9 to the A.C.N.D., by W.P. Chipman and Wing Commander G. H. Newsome, who had become joint secretaries in replacement of Group Captain Bean. The Chiefs of Staff felt strongly that for security reasons distribution of the report should be more restricted than was planned; and this point of view was put forward by the Chairman of the Chiefs of Staff Committee in a memo to Keenleyside, which the secretaries quoted, and which read in part as follows:

It is, of course, perfectly proper that the Minister of National Defence, the Secretary of State for External Affairs, and members of the government generally, should be able to ascertain at any time, without difficulty, the numbers of U.S. Service personnel in Canada. You will, however, appreciate, I am sure, that this information is of considerable military significance and importance (to say nothing of being a sensitive matter politically); this is particularly so when returns of personnel are made on a periodic monthly basis. Not only are the disposition and numbers of U.S. personnel shown, but any significant movements of personnel or shift of strength from one point to another will become immediately apparent.

In the view of the Chiefs of Staff, this sort of information should not be made available to anyone who does not require it for the carrying out of his normal function....

In the case of your Department (and in particular insofar as your position as Commissioner, Northwest Territories, is concerned), information on U.S. activities within the Northwest Territories could be provided to you as required for administrative purposes.

The Chiefs of Staff would be grateful if these views could be taken into account before circulation of these reports commence [*sic*].

²¹ Minutes of 2nd meeting A.C.N.D. held June 1, 1948, by Secretary Bean.

The secretaries attached a copy of a form showing the information the U.S. authorities had been asked to provide. They noted also that a communiqué had recently been received from Washington saying that in the view of the U.S. Air Force this information was subject to restriction. The restriction was worded as follows:

This information is furnished with the understanding that it will not be released to another nation without specific approval of the United States of America Department of the Air Force, that it will not be used for other than military purposes, that individual or corporation rights originating in the information whether patented or not will be respected and that the information will be afforded substantially the same degree of security as afforded by the United States of America Department of the Air Force.

Clearly the question raised was double-headed, i.e. (1) the issue of American restriction of information on U.S. activities in Canada, and (2) the issue of distribution of such information by Canadian authorities within Canada. The secretaries put the question to the A.C.N.D. in the following terms:

This restriction presents again in a new form a question that has been raised on one or two occasions in the past, namely, to what extent, if at all, can the United States authorities decide on the distribution by the Canadian Government of information relating to United States activities within Canada?

The Committee is therefore invited to consider:

(a) what attitude should the Canadian Government adopt in regard to the question of principle raised by the restriction which the United States Air Force seeks to impose on the right of the Canadian Government to decide on the distribution of information relating to United States activities within Canada;

(b) the distribution of the periodic reports on United States personnel and activities in Canada in the light of the Chiefs of Staff view and the United States restriction; and,

(c) the preparation by the secretaries, on a less frequent basis, of a more detailed account of the various United States activities.²²

Brigadier Kitching (Brigadier General Staff-Plans) sent a memo to the Chief of the General Staff which observed that the U.S.A.F. restriction was unnecessary in the situation at hand, because the point was already covered by the 34th recommendation of the P.J.B.D., dealing with the exchange of military information between Canada and the U.S., and by the “working formula” of this recommendation, which the Chiefs of Staff Committee had approved on April 1, 1947. He recommended that the U.S.A.F. restriction, although unnecessary, should “be considered to be in line with

²² A.C.N.D. Secretariat, *Documents ND-I to ND-50*, Doc. No. 12, Secretaries Chipman and Newsome to A.C.N.D. (Nov. 9, 1948).

existing agreements...,” that Canadian distribution of the monthly reports should be on the “need to know” basis suggested by the Chiefs of Staff, and that the secretaries of the A.C.N.D. should prepare more detailed reports at three-month intervals for limited distribution.²³

In the meantime a second subcommittee had been organized, as decided at the second meeting of the A.C.N.D., under the title “Sub-Committee on Coordination of Construction.” It met for the first time on September 13, 1948, under the chairmanship of the Deputy Minister of Public Works, and made preliminary plans for its own future schedule of activities and for co-ordination of future departmental construction programs, supply of power and dwelling standards in the North.²⁴

The attitude of the military authorities regarding the distribution of information was not acceptable to the Department of Mines and Resources. At the request of R.A. Gibson, J.G. Wright prepared a memo on the subject for the consideration of the N.W.T. Council. This memo, dated August 13, 1948, contained the following passage:

The Chairman of the Chiefs of Staff Committee was furnished with booklets outlining the administrative responsibilities of the Department of Mines and Resources and the Commissioner of the Northwest Territories in Council in the Yukon and the Northwest Territories, stating that it was assumed that Dr. Keenleyside would be supplied with all information on United States activities in these Territories that would be of value to him in the discharge of his responsibilities. It was felt that such data should be promptly available to Dr. Keenleyside.²⁵

The subject was “allowed to stand” at a special meeting of the N.W.T. Council on August 17, but it was brought up again at another special meeting on October 21. Keenleyside informed the Council that a complete report was now being received every two months from American authorities covering their personnel and activities in Canada, but its distribution was extremely limited, and “he thought it desirable from the standpoint of the administration of the Northwest Territories that a copy be made available to the Administration,” and another to the R.C.M.P. Commissioner.²⁶

²³ A.C.N.D. Secretariat, *Documents ND-I to ND-50*, Doc. No. 12, Brig. Kitching to C. G. S. (Nov. 19, 1948), enclosing copies of 34th recommendation (P.J.B.D.) and extract from “working formula”.

²⁴ A.C.N.D. Secretariat, *Documents ND-I to ND-50*, Doc. No. 12, Secretaries Chipman and Newsome to A.C.N.D., “Report of the Sub-Committee on Co-ordination of Construction” (Oct. 27, 1948); also Maj. Gen. N. E. Rodger (Q. M. G.), to C. G. S. (Nov. 20, 1948).

²⁵ LAC, RG 85, vol. 300, file 1009-3, vol. 1, Gibson to Wright (July 29, 1948); memo by Wright for N.W.T. Council (Aug. 13, 1948).

²⁶ DNANR file 500-2, Vol. 5, minutes of special N.W.T. Council meetings (Aug. 17, 1948), Art. 5; (Oct. 21, 1948), Art. 5.

A variety of other problems relating to the U.S. presence in Canada were of concern to the A.C.N.D. at this time. One of these involved “advance planning covering special wartime customs and immigration arrangements at the Canada-U.S. border” in the event of national emergency or war, and in this context related to preparation of the Government War Book. Initially plans would cover only the entry of American personnel and equipment into Canada, but ultimately should cover also reciprocal arrangements for entry of Canadian personnel and equipment into the United States. This responsibility was assigned to the A.C.N.D., but apparently careful inquiry was made in the Department of National Defence to verify that they in no way considered “that they would be an advisory body to the Minister in war concerning this matter.” Also, the point was made in the Department of National Defence that the military requirements were already taken care of, having been dealt with in discussions of P.J.B.D. at meetings on December 20, 1941, and January 20, 1942, by the Board’s 22nd recommendation resulting therefrom, and, at least for the duration of the war, by Order in Council P. C. 53/8097 of September 9, 1942.²⁷

In the meantime the Joint Security Committee, at the direction of the Chiefs of Staff Committee, had prepared a paper entitled “Release of Arctic Information,” listing D.N.D. requirements respecting unclassified information which could be published in accordance with current procedure, and classified information which could not be released without reference to the appropriate Service. According to Brigadier Kitching:

The need for such a paper stemmed from the fact that certain civil departments of government; e.g., Mines and Resources and Transport wishing to publish information on Arctic Weather Stations, etc., required guidance to prevent the possibility of contravening Service Security.²⁸

It seems evident that there was a strong feeling among senior officers in the Department of National Defence that current developments were likely to threaten the security and control of information about the Arctic, or at least the measure of security and control which was necessary from their point of view. They were upset also by a suggestion from Keenleyside as Deputy Minister of Mines and Resources that “in view of the importance which Northern Canada is likely to assume in any future emergency, it might be advantageous to develop within that department a

²⁷ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, E.W.T. Gill (Secretary Cabinet Defence Committee) to A.C.N.D. (Sept. 30, 1948); Brig. J.D.B. Smith (Secretary C.S.C.) to C.G.S. and C.N.S. (Nov. 17, 1948); Brig. Kitching to C.G.S. (Nov. 20, 1948), enclosing extracts from *Journal* of P.J.B.D., 24th and 25th meetings (Dec. 20, 1941, and Jan. 20, 1942), and copy of P.J.B.D. 53/8097 (Sept. 9, 1942). The “Minister” referred to in the text was apparently the Minister of National Defence.

²⁸ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, G/C Bean (Secretary A.C.N.D.) to A.C.N.D. (Oct. 20, 1948), sending extract from report “Release of Arctic Information” by Joint Security Committee; Joint Secretaries Chipman and Newsome (A.C.N.D.) to A.C.N.D. (Oct. 20, 1948); Brig. Kitching (BGS Plans) to CGS (Nov. 20, 1948).

complete roster of Canadian civilians with experience in the Northwest Territories, the Yukon and Ungava.” It was pointed out in support of this proposal that the Arctic Institute of North America was already busy with a very large “roster project” at Washington, and the plan was to prepare “a similar Canadian list which.... could then be combined with the roster of the Arctic Institute to form a comprehensive list for the whole of North American.”²⁹ However G. Dudley Smith, Director of the Roster Project of the Arctic Institute of North America (A.I.N.A.), had already written, on February 26, 1948, to the Department of National Defence asking for the names and addresses of Canadian personnel with arctic experience so that a questionnaire could be sent to them, and his request had been refused. Once again a D.N.D. regulation, in this case CAO 255-6, had been found which forbade divulging the information requested. Accordingly the Deputy Minister of National Defence had written to Smith on April 1, 1948, saying, “I regret very much to inform you that Departmental policy does not make it possible to compile and release the list of personnel requested by you.” Brigadier Kitching recommended that “a roster of Canadian civilians with Northern experience be prepared and maintained by the Department of Mines and Resources,” but, because of the “probable” exchange of information with the A.I.N.A., Service personnel should not be included.³⁰

At the third meeting of the A.C.N.D. on November 23 the Committee considered a report from the Sub-Committee on Co-ordination of Construction, an interim report from the Transportation Sub-Committee on surface transportation requirements in both Eastern and Western Arctic, and reports on weather stations. However, the subject of most immediate concern was that relating to information and security, and involving the United States. On the question of U.S.A.F. security restrictions which would limit distribution of a monthly report on American activities in Canada, Keenleyside said that “This raised the question of principle as to the right of Canada to decide on the distribution of information relating to Canada, collected in this country by U.S. agencies,” and he expressed the opinion that “there could be no compromise on this issue.” After discussion, during which General Foulkes indicated that the Army would agree to distribution of the report to those suggested, the Committee came to the following agreement:

- (a) that the distribution in Canada of information relating to Canada was a matter for decision by Canadian authorities, irrespective of the source of such information;

²⁹ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, Joint Secretaries Chipman and Newsome to A.C.N.D. (Nov. 9, 1948).

³⁰ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, Maj. Gen. Mann (for C.G.S.) to Deputy Minister (March 25, 1948); Deputy Minister D.N.D. to G.D. Smith (Apr. 1, 1948); Brig. Kitching (BGS Plans) to C.G.S. (Nov. 17, 1948).

(b) that this view he communicated to the U.S. authorities through the Permanent Joint Board on Defence, by the Secretary of the Canadian Section; and

(c) that, when this matter is settled, the Secretaries circulate the monthly report on U.S. personnel in Canada to all members of the Committee, the Cabinet Defence Committee, the Secretary of the Permanent Joint Board on Defence (Canadian Section) and the Commissioner of the R.C.M. Police.

It would appear that on this issue Keenleyside's point of view had prevailed. The meeting discussed also the question of special wartime customs and immigration arrangements at the Canadian-American border, in connection with emergency planning for War Book purposes. The only decision made was that the secretaries should convene another subcommittee, with representation from the interested departments, to study the matter and report thereon. The above-mentioned Joint Security Committee report on the release of Arctic information was discussed and approved. Keenleyside's proposal for a complete roster of Canadians with northern experience, which had apparently been acceptable to D.N.D. officials only if Services personnel were not included, was discussed, with the rather surprising outcome that these officials withdrew their objections, on condition that the roster would not be published. Since Keenleyside was able to give assurance that there was no intention of publishing the roster, the Committee was able unitedly to approve his plan.³¹

Between this meeting and the next one the Transportation Sub-Committee completed what was referred to as their "final" report on surface transportation requirements in the North. For the Eastern Arctic the subcommittee recommended that priority should be given to completing the R.C.N. icebreaker already under construction, that a second Canadian icebreaker should be approved and built as a matter of urgency, and that priority should be given to completing the new Department of Transport vessel for the Eastern Arctic Patrol. The subcommittee considered that in the Western Arctic transportation arrangements along the arctic coast were adequate for the time being, but some development in the Mackenzie River was necessary. A central coordinating agency for arctic transportation was recommended. If these things were done, the subcommittee thought, surface transportation requirements in the Canadian Arctic would be met for the next ten years.³²

Before the next meeting of the A.C.N.D. was held Keenleyside put forward another suggestion which met with considerably less than an enthusiastic response. His new

³¹ Minutes of 3rd meeting A.C.N.D. held Nov. 23, 1948, esp. Secs. IV-VII, Arts. 20 - 36.

³² A.C.N.D. Secretariat, *Transportation Sub-Committee*, Minutes of 7th meeting held Dec. 3, 1948, esp. Parts II-IV; A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo to A.C.N.D. by Secretaries Chipman and Newsome, Doc. No. ND-16, "Surface Transportation in Northern Canada" (Feb. 21, 1949).

proposal was for a “Canadian Committee on Arctic Information,” the main details of which he explained in a memo, as follows:

It is suggested that in the event of Canada becoming involved in a war which would place her Arctic region in the war theatre, all agencies, governmental and outside, which are engaged in Arctic studies or activities should be brought into such relationship that their resources may be used to greatest advantage in the war effort....

[The memo listed a number of government agencies including the Geographical Bureau, the National Museum, the Defence Research Board, and the R.C.M.P., and also other agencies, specifically the Arctic Institute of North American and the Hudson’s Bay Company. It then continued as follows.]

To use effectively the records, experience and facilities of these organizations there might be formed a Canadian Committee on Arctic Information, or a Canadian Arctic Information Centre, composed of senior officials of contributing bodies. The function of such a Committee would be, in general, to coordinate all available information on Arctic regions, and through studies and special projects present such information in suitable form to further Canada’s war effort. The Committee should have a strong Chairman to achieve the utmost of success.

It is suggested that as the Geographical Bureau of the Department of Mines and Resources has already in hand extensive studies of Arctic resources and development it might be used as the nucleus of the working unit. The necessary financing could also be arranged through that Bureau....³³

The leading role seen for the Geographical Bureau suggests that Trevor Lloyd had had some influence in producing the memo, either directly or indirectly. Whether he was the “strong Chairman” in mind is also not made clear.

In any case, the proposal went over like a lead balloon. Colonel W.A.B. Anderson (Directorate Military Intelligence) summarized the military implications of the plan in a memo for the Chief of the General Staff, as follows:

(a) The underlying concept of this proposal is not clear. The preamble to Dr. Keenleyside’s paper refers to all agencies engaged in Arctic studies, yet no recognition is given to the fact that the Services and JIB are actively engaged in such studies. Neither is mention made of other sources at present being exploited by JIB for this purpose.

(b) It is clear that, in the event of war, the Theatre Commander will look to the Chiefs of Staff Committee for all available data concerning the

³³ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo for A.C.N.D. by Keenleyside, Doc. No. ND-19, “Canadian Committee on Arctic Information,” (n. d.).

terrain over which his forces may have to fight. It is in anticipation of this demand that the Chiefs of Staff Committee have instructed the JIB to proceed with the North American Topographical Research Programme.

(c) If Dr. Keenleyside's proposal means that the Geographical Bureau in time of peace, and the Arctic information Centre in time of war, are to overlap the JIB in this function a deplorable degree of confusion is bound to result. Certainly in time of war, the Chiefs of Staff Committee must be responsible for procuring all the necessary strategic information to support military operations.

(d) Giving the least objectionable interpretation to this proposal it could be considered as providing a coordinated source to which the JIB could turn for data from miscellaneous civilian agencies. In this sense, the proposal could be considered a proper function of the Geographical Bureau (although the JIB could probably contact the civilian agencies more expeditiously itself) but in these circumstances it would be improper for DRB and the RCMP to be represented on the Committee or Centre. It would be highly undesirable for the Arctic studies undertaken by DRB and the RCMP to pass into a Centre which included representatives of unofficial bodies such as the Arctic Institute.

(e) Having regard to the programme which the JIB is developing, there seems no need to proceed with the recommendation of Dr. Keenleyside.³⁴

Anderson summarized his recommendations regarding the plan as follows:

(a) That the Advisory Committee on Northern Development reject the proposal of the Deputy Minister of Mines and Resources as being inconsistent with the responsibilities of the Chiefs of Staff in time of war and with the functions already allotted to the JIB.

(b) That in recording such rejection, the Committee note that the JIB should keep in closest liaison with the Geographical Bureau in exploiting all available sources of Arctic information for defence purposes.³⁵

An External Affairs memo written for the acting under-secretary (Escott Reid) showed similar disapproval:

I have discussed this matter with Mr. Glazebrook and Colonel Anderson, and we feel it is a most ill-conceived scheme.... I feel sure that Dr. Keenleyside would agree with the notion of the responsibility to the Chiefs of Staff, and I would hope that he would wish to withdraw his proposal, particularly if it were pointed out to him that, in the event of operations taking place in the Arctic which, as you know, is quite possible, such a

³⁴ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, brief for CGS by Col. W. A. B. Anderson, Directorate Military Intelligence (DMI) (March 1949).

³⁵ Ibid.

committee could not function adequately to meet the requirements of the Chiefs of Staff. Only an intelligence organization responsible to the Chiefs of Staff (which already exists) could supply the information in the form required for operational intelligence.

I hope the Chiefs of Staff will do what they can to kill this project, and I think we should support them. In doing so, however, I think it is important to assure Dr. Keenleyside that the intelligence organization under the Chiefs of Staff would continue in war as in peace to draw on the Geographical Bureau and any other organization which has information of value, and that the value of the information obtained from the Arctic Institute and other organizations will not be overlooked.

An unsigned, handwritten note at the bottom of this memo reads:

I understand that Cdr. Lucas sec'y of J.I.C. [Joint Intelligence Committee] has spoken to Mr. Heeney in this sense, and that Mr. Heeney does not favour Dr. Keenleyside's idea. You might however, have a word with him before the meeting.³⁶

Obviously the signs indicated that Dr. Keenleyside's project was due for a stormy passage.

In accordance with the decision taken at the third meeting of the parent committee, a subcommittee of representatives from interested departments was convened to look into the matter of special wartime immigration and customs arrangements at the Canada-U.S. border. The departments represented were External Affairs, Finance, National Revenue, National Defence, Transport, Mines and Resources (Immigration), and Justice (R.C.M.P.). Three meetings were held in fairly quick succession, the main outcome being the drafting of two orders in council which, it was hoped, would cover the sort of emergency situation visualized. The first draft order, for the signature of the Minister of Mines and Resources, dealt with immigration arrangements for American personnel, both military and civilian, entering Canada in such circumstances. The second, for the signature of the Minister of National Revenue, similarly dealt with customs and excise arrangements for the equipment, supplies, etc., of incoming American personnel, both military and civilian. The effect of the two orders would be "to remove practically all formalities normally required for *entry* into Canada of personnel, equipment, and personal effects." The subcommittee took the view, however, that "conversations should be held at some appropriate time with U.S. authorities with the object of putting arrangements such as this on a reciprocal basis." In reporting all of this to the A.C.N.D., the secretary of the subcommittee included the following comment:

³⁶ LAC, RG 25, accession 1990-91/109, vol.58, file 50197-40, fol. 1, memo by G.G. Crean for Acting U.S.S.E.A. (Mar. 8, 1949), and marginalia.

Bearing in mind the problems that would arise from the presence in Canada of large numbers of U.S. personnel, the sub-committee considered it necessary to phrase the draft Order in Council relating to entry of personnel in such a manner as to make it quite clear that the Canadian government would remain in complete control of U.S. military activities in Canada and, to that end, could prescribe such conditions as it might from time to time deem necessary.³⁷

Following the A.C.N.D.'s agreement at its third meeting that "the distribution in Canada of information relating to Canada was a matter for decision by Canadian authorities" and that the U.S. authorities should be informed of this view through the P.J.B.D., the Canadian section of the P.J.B.D. took the stand at a meeting on December 14, 1948, that the subject should be "broached very tactfully" and that it should be left to their chairman to "raise the question in the most discreet manner." The following extract from the minutes of the P.J.B.D. meeting on December 16-17 describes the outcome:

The Canadian Chairman mentioned that there has been some difficulty in Ottawa in deciding how to treat certain classified documents furnished by the United States authorities that bore a label stating that they could be used 'for military purposes only'. He explained that certain officials of non-military departments and agencies of the Canadian Government were engaged in work that is intimately connected with joint defence and that it was therefore essential for selected officials of such organizations to have access to classified material. He went on to say that every precaution is taken to see that proper security safeguards are observed by such officials and that he felt it both highly important and compatible with proper security that these civilian officials be given classified information appropriate and essential to their work.

The Board concurred in these views and further agreed that each country should be the one to construe the meaning of the phrase [*sic*] 'for military purposes only' within its own country, and decide what agencies within that country should properly receive the information. The Board further recognized that the whole purpose of gathering and exchanging information in connection with joint defence arrangements would be defeated unless the information reached those by whom it was needed.

Recounting these developments to the A.C.N.D., the joint secretaries remarked that "the PJBD recommendation does not agree with the principle expressed by the

³⁷ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo for A.C.N.D. by Jean Fournier, Secretary of Sub-Committee on Wartime Arrangements at the Canada - U.S. Border, Doc. No. ND-22 (March 4, 1949). The two draft orders are given as Appendix "A" and Appendix "B".

ACND, but, in practice, it can be interpreted to form the basis of a satisfactory working arrangement.”³⁸

As preparation for the next meeting of the A.C.N.D., the joint secretaries wrote another memo the object of which was “to show briefly how, and to what extent, the various departments are succeeding in the government’s policy of keeping the Canadian Arctic Canadian.” The four-page memo dealt successively with northeastern weather stations, joint weather stations, air strips, air fields, low-frequency Loran stations, air photography and mapping, air supply, sea supply, communications, and scientific investigations; and it summarized effectively basic arrangements and recent developments.³⁹

It is apparent that the A.C.N.D. had its plate well filled for its next meeting. At this meeting, held on March 9, 1949, the recommendations of the Transportation Sub-Committee were discussed in detail and, in general, approved, as was a report from the Construction Sub-Committee. A much more delicate question to handle was Dr. Keenleyside’s proposal for a Canadian Committee on Arctic Information. Keenleyside explained that the proposal “had been put forward primarily as a result of questions which had been raised by officials of the Arctic Institute of North America concerning the function which the Institute might be expected to serve in the event of war.” There was, however, very little enthusiasm around the table for the idea. Vice-Chief of Naval Staff Rear Admiral Houghton said that the Joint Intelligence Bureau (J.I.B.) was not performing the same task as was suggested for the proposed committee and should have this responsibility in wartime; Gen. Foulkes agreed, noting incidentally that the terms of reference of the J.I.B. were approved by the Cabinet; Defence Research Board Chairman O.M. Solandt thought that the existing situation was satisfactory and observed that a further barrier was that bodies such as the Arctic Institute of North America would not handle classified material. In the end the Committee decided, *inter alia*, that “present arrangements provided for the co-ordination of government and outside sources of Arctic information in time of war.”

Another difficult question was the disclosure of U.S. classified military information in Canada, and the P.J.B.D.’s recommendation thereupon which the A.C.N.D. joint secretaries had reported as being inadequate in principle. Houghton said that the Canadian section of the P.J.B.D. felt that their chairman had achieved “a reasonable concession,” but both Foulkes and Solandt disagreed on grounds that the recommendation did not meet the basic principle or issue raised by the A.C.N.D. In the end the Committee decided to hold to this principle, i.e., that the matter in

³⁸ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo by joint secretaries Chipman and Newsome for A.C.N.D., Doc. No. ND-20 (Feb. 21, 1949), containing extract from P.J.B.D. minutes of meeting Dec. 16 - 17, 1948.

³⁹ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo by joint secretaries for A.C.N.D., Doc. No. ND-21 (March 2, 1949).

question was one for Canadian decision, and to ask that External Affairs obtain acceptance of it through the State Department.

Other subjects, mainly the joint secretaries' report on the Canadianization of northern Canada, the *ad hoc* subcommittee's report on special wartime border arrangements, and two proposed joint Canadian-American military exercises in the North the following winter, were handled without apparent major disagreement.⁴⁰

On August 24, 1949, the Air Services Branch of the Department of Transport put out a memo for the A.C.N.D. which became the subject of considerable discussion. The subject was "Control and Operation of Remote Air Bases," and the purpose was to try to provide for avoidance of duplication of functions of government departments in operating these bases, and also to allot responsibility in the most logical fashion. The memo grouped the bases as follows: (a) the Northwest Staging Route (N.W.S.R.) (b) the Yukon and the N.W.T. excluding the Arctic Islands (c) the Arctic Archipelago, and (d) the Eastern Arctic. After attempting to set forth the major considerations the memo recommended that:

- (a) the Department of Transport take over the complete control and operation of the Northwest Staging Route;
- (b) the Department of Transport assume the responsibility for control and operation of all Dominion Government air bases in the Yukon and the mainland Territories excluding any strictly military bases;
- (c) the R.C.A.F. control and operate all air bases in the Arctic Archipelago;
- (d) the R.C.A.F. control and operate all bases and their facilities in the Eastern Arctic including Coral Harbour, Frobisher and Chimo;
- (e) the R.C.A.F. continue their present control and operation of Goose and the Department of Transport continue the maintenance and operation of meteorological and radio aid facilities.

The R.C.A.F., the other authority most affected, commented on these proposals in a memo of its own dated October 12, 1949. To begin with this memo suggested some changes in the grouping of bases, essentially that category (b) should specifically exclude the N.W.S.R. as well as the Arctic Archipelago, and that category (d) should comprise Labrador, Southampton Island, Quebec north of 52°, and Baffin Island south of 67°, the last-named thus being excluded from category (c). The R.C.A.F. was able to accept some of the D. of T. recommendations, but not others. It maintained that the R.C.A.F. should retain control over the N.W.S.R., that on the other hand a military organization was not the best to operate remote bases and therefore the R.C.A.F. should control and operate only Cambridge Bay and Resolute Bay in the archipelago and Frobisher Bay and Goose Bay in the Eastern Arctic, and

⁴⁰ Minutes of 4th meeting held March 9, 1949, esp. Secs. IV-VII, Arts. 26 - 44.

that the D. of T. should assist the R.C.A.F. by providing meteorological facilities where feasible and taking full responsibility for all radio range stations.⁴¹

A related matter which fell upon the A.C.N.D. for consideration was the question of civil aviation in relation to national and strategic interests in the Canadian North. This arose from a memo to Cabinet by Minister of Transport Lionel Chevrier, dated September 28, 1949, detailing certain problems in this connection which had been raised by the Air Transport Board. The Minister summarized the points requiring consideration as follows:

- (a) Should government policy be deliberately aimed at maintaining the maximum degree of control over airlines of communication and supply in the Canadian north, whether for Canadian or U.S. posts?
- (b) Should the U.S. military services be persuaded if possible to utilize Canadian operators rather than give their contract work to U.S. operators?
- (c) While the R.C.A.F. must obviously maintain a considerable amount of northern flying would it be in the general interest if some plan could be worked out under which greater use could be made of the private operators?

Cabinet referred the memo to the A.C.N.D. for consideration and report on October 11, and on October 27 it was studied by the A.C.N.D.'s Air Supply Policy Subcommittee (created by decision of the A.C.N.D. at the meeting of March 9, 1949, as an *ad hoc* subcommittee). In general the subcommittee felt that the answer to Chevrier's first two questions should be "Yes," and to his third that the basic policy suggested was already in effect, subject to occasional adjustment. In passing on the matter to the parent committee on December 9 joint secretary Chipman summarized the above information.⁴²

In a memo to the A.C.N.D. Chipman pointed out that the Transportation Subcommittee had presented both the reports originally requested of it, on transportation requirements for 1948 and for a long-range period. It had thus fulfilled its terms of reference, except for recommendations regarding long-term air supply - a function which had been taken over by the Air Supply Policy Subcommittee. It seemed necessary therefore that the A.C.N.D. should decide whether

⁴¹ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo "Control and Operation of Remote Air Bases" for A.C.N.D. by joint secretary Chipman, Doc. No. ND-23 (no date), enclosing memo for A.C.N.D. by Air Services Branch of D. of T. (Aug. 24, 1949), and memo by R.C.A.F. (Oct. 12, 1949).

⁴² A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, Chipman to A.C.N.D., Doc. No. ND-26 (Dec. 9, 1949), enclosing memo to Cabinet by Chevrier (Sept. 28, 1949).

to abolish the Transportation Sub-Committee, or reconstitute it on a continuing basis with changed terms of reference.⁴³

The A.C.N.D.'s next meeting (its fifth) was not held until December 19, 1949, after a gap of over nine months. It does not appear that any particularly controversial issues were handled, with the possible exception of that concerning control and operation of remote air bases, which involved primarily Transport and the R.C.A.F. Evidently the meeting did not attack directly their differences of opinion, but rather discussed more generally a broad statement of policy which had been incorporated in Transport's memorandum (Paragraph 14). After considerable discussion it was agreed that the principles outlined therein, with certain amendments, were acceptable, and that there should be consultation before certain specified major changes were made. So far as the Transportation Sub-Committee was concerned, the meeting decided that it should continue in existence. There was also general agreement with the Air Supply Policy Sub-Committee's response to Mr. Chevrier's memorandum, except that with regard to his second question it was pointed out that the U.S. forces did little contracting with American firms for work in Canada and the situation was not serious. The N.W.T. Administration's opinion that the D. of T.'s new vessel *C. D. Howe*, which on her maiden voyage to the Arctic in 1950 would carry out the Eastern Arctic Patrol, should also make a "token visit" to Resolute Bay "in the interests of Canadian sovereignty," did not find favor. It was felt that this had better wait until the D. of T.'s new icebreaker, scheduled for completion in 1951, could accompany the *Howe*, but that at this time the suggestion should be considered again "in view of the national importance of maintaining all evidences and acts of Canadian sovereignty."⁴⁴

Following the meeting of December 19, 1949, there was no further meeting of the parent committee of the A.C.N.D. until February 16, 1953, and the long gap constitutes for this body a period of virtual oblivion. On the other hand the two major subcommittees, on transportation and construction, continued to function during this period, although at a reduced level. The Transportation Sub-Committee held no meetings in 1949, (when its future was in doubt), two meetings in 1950 (February 23 and September 26), one meeting in 1951 (March 30), and one meeting in 1952 (March 12). The Sub-Committee on Co-ordination of Construction held five meetings in 1949, one in 1950, one in 1951, and two in 1952. Another subcommittee, on general administration, was formed in 1952, and held one meeting during that year. It was under the chairmanship of the Director of the Northern Administration and Lands Branch, Department of Resources and Development, a post occupied at this time first by G.E.B. Sinclair and then by F.J.G. Cunningham.

⁴³ LAC, RG 85, vol. 300, file 1009-3, pt. 1, Chipman to Wright (Oct. 17, 1949), enclosing draft of memo to A.C.N.D.

⁴⁴ Minutes of 5th meeting A.C.N.D. held Dec. 19, 1949, by Joint Secretaries W. P. Chipman and Commander G.A. Larue, R.C.N.

There was also the Arctic Research Advisory Committee of the Defence Research Board, D.N.D., which was not organized as a subcommittee of the A.C.N.D. and in fact had older roots, but which in the circumstances came to be closely associated with it. It continued to function without serious disruption, usually holding three or four meetings per year. It is evident that it was the parent committee rather than the subcommittees, or at any rate more than they, which was afflicted with inactivity during this approximately three-year period.⁴⁵

What seems to be a fairly common explanation for this strange phenomenon is offered by several of the personalities who had some association with the A.C.N.D. during these early years and who are still with us. Their explanation, in brief, is that Dr. Keenleyside became displeased or disillusioned with the way things were going in the A.C.N.D. and declined to call, or avoided calling, any more meetings. This suggests that he felt that his ideas and projects were encountering excessive opposition, or that cooperation and enthusiasm for them were lacking, or that bureaucratic and governmental red tape were frustrating their realization, or something of that sort. If this is the real explanation it must have become a serious matter, because, after all, Keenleyside himself was the prime instigator and organizer of the A.C.N.D. and had held high anticipations as to what it might accomplish. In any case responsibility for the decline and temporary demise of the A.C.N.D. cannot be laid entirely at Keenleyside's door, since he left Resources and Development (the successor department to Mines and Resources as of January 18, 1950) and became the head of the U.N. Technical Assistance Administration in September 1950. Major General H.A. Young succeeded him as deputy minister of the department that October.⁴⁶

⁴⁵ See minutes of Transportation Sub-Committee meetings in A.C.N.D. Secretariat, *Transportation Sub-Committee*, as follows: 8th meeting (Feb. 23, 1950); 9th meeting (Sept. 26, 1950); 10th meeting (Mar. 30, 1951); 11th meeting (Mar. 12, 1952). I have not seen all of the minutes of the Sub-Committee on Co-ordination of Construction, the minutes of the later Construction Sub-Committee beginning only with its first meeting in 1953. Neither does there appear to be a file on the Sub-Committee on General Administration at this stage. But see A.C.N.D. Doc. No. ND-37, memo by Maj. Gen. Young for A.C.N.D. (Mar. 9, 1953), copies in both A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, and LAC, RG 25, vol. 5914, file 50197-D-40, pt.1.1, for a brief but thorough summary of the organization, functions, and meetings of these early subcommittees.

⁴⁶ In a reshuffling of departments the Department of Resources and Development was created by act of parliament on Dec. 10, 1949, to "come into force on a day to be fixed by proclamation of the Governor in Council." See *Statutes of Canada*, 13 Geo. VI, C. 18 (Dec. 10, 1949), esp. S. 13. A proclamation brought the act into force on Jan. 18, 1950, in accordance with Order in Council P.C. No. 262 (Jan. 18, 1950). On the same day Colin Gibson resigned as Minister of Mines and Resources, and Robert H. Winters, resigning as Minister of Reconstruction and Supply, was appointed Minister of Resources and Development (P.C. No. 266). Also on the same day Keenleyside was appointed Deputy Minister of Resources and

B. First Reconstitution and Revival (1953)

The first significant step to reactivate the A.C.N.D. was taken on October 11, 1951, when Young wrote a letter to Norman Robertson, who at the time was Clerk of the Privy Council. Young's letter was prompted by his feeling that he and his department were not being properly informed about various U.S. activities, particularly in relation to defence, in the Canadian North. The text of the letter is given below:

During the past few months reports have reached me of various activities being carried out by the United States Government in the Northwest Territories, of which I had not been informed. I feel that having regard to the responsibilities of this Department and myself as Commissioner of the Northwest Territories that it is most important that we be kept informed of all proposed activities while they are in the formative stage. By that means we have an opportunity of studying the problems that may arise in respect of general administration and in more particular the safeguarding of the economy and welfare of the Eskimo. The general lack of communication and the limited administrative staff I have in the Northwest Territories accentuates the difficulties that arise where prior information is not available.

As an example, it is only recently we learned from a police report that the United States station at Padloping had been employing nine Eskimo and they are given only a ration in payment for their services. Notwithstanding the fact that the ration is apparently a liberal one, it will be understood that this is not a satisfactory way of compensating the Eskimo for work rendered.

At Frobisher Bay I understand considerable activity is contemplated but we have no information as to the scope or extent of the work to be carried out and how many Eskimo may be involved.

Within the past few weeks a letter was received from the Fraser Brace Terminal Constructors (with a reply requested to a New York office) asking for a permit to operate in the Northwest Territories. No indication was given as to where the work was to be carried out or how many men were involved. Through the kindness of External Affairs, we are endeavouring to obtain this information. Had it not been necessary for this construction company to obtain a permit we would have had no means of knowing what was contemplated until operations were under way.

A United States [Landing Ship, Tank (L.S.T.)] vessel was noted at Padloping supplying that station when the C. D. Howe arrived there this year. Five vessels were in Frobisher Bay with supplies for the United States

Development (P.C. No. 269). Young was appointed to succeed Keenleyside on September 30, effective October 1, 1950, by P.C. No. 4754 (Sept. 30, 1950).

base while the C. D. Howe was at that centre. The general information we have is that several more vessels would be making trips there this season. At no time, however, have we been advised of the number of ships and types that would be visiting Frobisher during the current season.

United States as well as R.C.A.F. planes land at all the joint weather stations. The United States planes for instance carried in two operators to Clyde River last year. United States planes operating between Goose Bay and Thule used the Frobisher Bay landing field extensively and it seems probable that they use Fort Chimo and Southampton Island during adverse weather conditions. As far as we know in this Department none of these ships comply with any of the usual customs or immigration requirements. There seems to be some indication that they are allowed even greater freedom of movement than our own ships and men.

What we would in general like to ensure is that we are able to make arrangements similar to those which obtain in connection with the six [*sic*] joint weather stations. Resolute Bay and Bridgeport [*sic*] were this year supplied directly by ships of the United States Task Force sailing out of Boston and the other more inaccessible places are to be supplied by air lift out of Thule and Resolute Bay. Canadian observers, however, accompany this Task Force each year. While there are no Eskimo residents near any of these stations to cause us any concern, wildlife protection is being provided by the appointment of the senior Canadian operators as game officers.

In a communication dated August 1st, 1951, from Ambassador H.H. Wrong to the Honorable Dean Acheson, a general outline is given of the constitutional aspect of United States ownerships in Canada. This does not, however, in my opinion, cover the detailed arrangements with regard to construction and operation of stations considered desirable from our point of view. It would seem that the present, therefore, might not be an inopportune time to review the general procedure and determine what our policy should be with regard to various administrative aspects and factors which affect Eskimo life. I would like to suggest that other Departments of Government, such as National Health and Welfare, National Revenue, Justice (RCMP) and others are vitally interested in many of these problems.

I understand that in the formal agreement which exists between the United States and Denmark regarding United States bases in Greenland, particular reference is made to most of these matters. In particular I believe the agreement stipulates that there will be no direct negotiation by the United States personnel with the native population and that competent Danish authorities will have free access to all bases at all times.

As regards a solution to the problem I would like to have your advice on the desirability of utilizing the "Advisory Committee on Northern Development" which was approved by the Cabinet in January, 1948. The object of this committee was to advise the government on questions of policy relating to civilian and military undertakings in Northern Canada and to provide for the effective coordination of all government activities in that area. It is in connection with the latter part of that term of reference, i.e. "coordination" that I wonder if it would not be advisable to reassemble this Committee. I do not think it would be necessary to have frequent meetings but a general policy could be discussed and possibly a committee formed by representatives at a lower level from each department concerned.

I shall look forward to your comments and guidance.⁴⁷

Thus Young made his case for a reactivation of the A.C.N.D. His complaints have a familiar ring; however, some pencilled-in marginal comments on (a copy of his letter) in External Affairs suggest that the feeling there was that the situation was really not as serious as he pictured it. Robertson's reply, written on October 16, indicated that he approved Young's basic proposition, although with reservations. He wrote:

In your letter of October 11 you suggested that the Advisory Committee on Northern Development might meet to discuss United States activities in the North and related policy questions.

In the past this subject has been considered at some length in the Committee, but, as you pointed out, there have been certain new developments since the last meeting. I think therefore it might be useful, as you suggest, to have a meeting and am asking Mr. Chipman of this office, who is the Secretary, to get in touch with you to discuss the matter.

Robertson made several suggestions, principally that the A.C.N.D. secretaries should prepare an outline of current U.S. activities in the North, and circulate it and a summary of departmental comments for the consideration of those interested. However, the division of responsibilities between Canada and the U.S. in the large task of providing and handling American installations in Canada was under the consideration of the Interdepartmental Panel on Economic Aspects of Defence Questions, and for this and other reasons he doubted that the A.C.N.D. "could profitably discuss the question of division of responsibilities between Canada and the United States at this time."⁴⁸

Young's initiative bore no fruit immediately, or at least no meeting of the A.C.N.D. was held that fell into the regular system of numbering. More than a year later Under

⁴⁷ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Young to Robertson (Oct. 11, 1951).

⁴⁸ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Robertson to Young (Oct. 16, 1951).

Secretary of State for External Affairs L.D. Wilgress wrote a memo to his minister (L.B. Pearson) which evidently had better luck.

Northern Arctic Developments

I wish to draw to your attention some of the prospective new developments in the Arctic of which this Department has become aware in recent months. While some may fail to materialize, the Canadian Government has already received, or can expect in the near future to receive, requests for approval for most of them. These prospective developments include the following:

- (a) The establishment by the United States of three or four experimental early warning stations with a view to the ultimate development of a complete Arctic radar chain of possibly 40 stations;
- (b) The development by the United States of the air strips at Alert and Eureka and construction of a new air strip at River Clyde to a standard suitable for large transport aircraft and jet fighters to meet the need for emergency alternates for Thule and for Arctic resupply missions;
- (c) The establishment of one or two loran stations on the east coast of Baffin Island to meet the needs of ships and aircraft en route to Thule and other Arctic points;
- (d) The establishment of two Early Warning/GCI radar stations, one on Coburg Island and one on Ellesmere Island as a part of the defensive installations in connection with the U.S.A.F. base at Thule;
- (e) The opening of a commercial air route across the Arctic, from Edmonton to Thule.

2. As you know the Canadian Government at the end of the last war embarked on a vigorous programme intended to “re-Canadianize” the Arctic. It was carried out under the aegis of the Advisory Committee on Northern Development and included the take-over from the USAF of a number of wartime air fields, weather stations and communications facilities, the development of new transportation and communications facilities with a view to reducing Canadian dependence on U.S. resources, and the establishment in cooperation with the United States, of the joint Arctic weather stations. This programme was well on the way to completion by 1949 and the Advisory Committee has not met to review progress since December of that year.

3. These prospective new developments in the Arctic suggest to me that there is every likelihood in the course of the next three or four years of a

new influx of U.S. citizens to the Arctic. One probable consequence is that the number of U.S. citizens in the District of Franklin will probably be substantially greater than the number of white Canadians. Furthermore, if Canadian transportation and communications facilities cannot meet the load that these developments are bound to create, there will be a demand from the United States that it be permitted to do so, thus involving additional U.S. commitments.

4. If this analysis of the situation is correct, then it would seem that now is the time to give serious consideration to the adoption at the highest level of a vigorous policy in all Canadian Arctic services including communications, transportation, aids to navigation, meteorology and police. I am of the opinion that it should be considered as a matter of some urgency since past experience has shown that a lengthy period is required, when dealing with Arctic activities, to convert decisions into realities.

5. If you agree, I propose to write to General Young, both in his capacity as Deputy Minister of Resources and Development and as Chairman of the Advisory Committee on Northern Development, and suggest to him that this matter might be an appropriate subject for consideration by the Advisory Committee. However, in view of the current budgetary situation, I felt that before doing so I should obtain your views as to the usefulness and expediency of promoting a study of this problem at the present time.⁴⁹

The files available do not show whether Wilgress actually wrote his letter to Young or not. In any case, the ideas expressed therein were gathering force. Two days earlier R.A.J. Phillips of the Privy Council Office had written a memo to the Secretary of the Cabinet (Mr. Pickersgill) in which he suggested "a number of possible courses of action which might be taken to enhance the Canadian position in the Arctic." His "possible courses of action," as summarized by someone else a few weeks later, were as follows:

- (1) Canada might gradually take over the manning of the whole Arctic weather chain. This would require only about 20 more men.
- (2) Canada might gradually increase its part in the Sea Supply Mission.
- (3) The RCMP might open up new posts in the Arctic....
- (4) The Department of Transport should be urged to assume responsibility as soon as possible for the Padloping Island weather station now manned by the United States. This action was directed by Cabinet sometime ago...but has not yet been complied with.

⁴⁹ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Wilgress, memo for Minister (Dec. 31, 1952).

- (5) If it is necessary to improve the air strip facilities at Alert and Eureka, Canada might take full responsibility, letting the United States provide only materials and transport.
- (6) If a Loran station is to be established on Baffin Island, Canada might man it.
- (7) The expeditions of scientific and geographical exploration and flag raising which the Canadian Government sponsored in the past might be revived.
- (8) The Government might consider extending the boundaries of the electoral district of Mackenzie to include the whole of the District of Franklin. The legal and psychological effect of this action might be useful.
- (9) We might encourage greater emphasis on and greater attention to the Arctic in civilian and service departments by such methods as:
 - (i) making more effective use of existing committees;
 - (ii) re-organization within Government Departments to facilitate co-ordination of Arctic activities and the exchange of information;
 - (iii) encouraging National Defence College and the service staff colleges to study Arctic problems more fully;
 - (iv) lectures and films for government officials on the development of the Canadian Arctic.⁵⁰

The memos quoted above are indicative of the developing feeling in government circles that Canada should embark on a more comprehensive program in the North, and that this was necessary because of the scope of American activities in this region and the probable expansion of these activities. At a meeting on January 22, 1953, the Cabinet considered a report by Pearson on the subject, agreed that policy in the Arctic warranted "prompt and serious examination" and "constant periodic review," and instructed Pickersgill to inform Young

... of their decision that the Advisory Committee on Northern Development should, as soon as possible, consider all phases of development of the Canadian Arctic and should report to the Cabinet on the present situation and on the means which might be employed to preserve or develop the political, administrative, scientific and defence interests of Canada in the area....⁵¹

⁵⁰ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, memo by Phillips to Secretary of the Cabinet (Dec. 29, 1952), as summarized in memo for MacKay, evidently drafted by Barton, Defence Liaison I (Feb. 13, 1953). Phillips' own memo is not in the file.

⁵¹ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Pickersgill to Young (Jan. 26, 1953).

Pickersgill, in his note to Young, suggested that the Commissioner of the R.C.M.P., the Chief of the Naval Staff, the Chairman of Defence Research Board (D.R.B.), and the Controller of the Meteorological Services should all be added to the full membership of the A.C.N.D. He said also that he would not be able to attend all the meetings, and therefore, with the Prime Minister's approval, Mr. Phillips would normally represent him at the meetings and in any case would always attend, although the Prime Minister "does not wish to have this arrangement convey the impression that the government attaches anything but urgent priority to the study of the Arctic by appropriate officials at the highest level."⁵²

Subsequently, at a meeting on January 30, the Cabinet decided that the A.C.N.D. should be reconstituted so as to comprise the following members:

Deputy Minister of Resources and Development (Chairman)

Under-Secretary of State for External Affairs

Deputy Minister of Transport

Secretary to the Cabinet

Chairman, Canadian Section P.J.B.D.

Chairman of the Chiefs of Staff Committee

Chairman, D.R.B.

Commissioner of the R.C.M.P.

Deputy Minister of Finance

Deputy Minister of Mines and Technical Surveys.

It was agreed also that the Controller of the Meteorological Services, although not becoming a full member, would be expected to attend committee meetings regularly, and that the Chairman C.S.C. would bring with him to meetings whichever of the Chiefs, including the Chief of Naval Staff, might be required in particular circumstances.⁵³

It is apparent that under the reconstitution some changes had been made in the membership of the A.C.N.D. as originally set up on January 19, 1948. The Chief of the General Staff and the Chief of the Air Staff were no longer regular members; on the other hand the Chairman C.S.C., the Chairman D.R.B., the Commissioner of the R.C.M.P., the Deputy Minister of Finance, and the Deputy Minister of Mines and Technical Surveys had all been added. Incidentally, Pickersgill's suggestion had been followed respecting the Chairman D.R.B. and the Commissioner of the R.C.M.P., but not respecting the Chief of the Naval Staff and the Controller of Meteorological Services.

⁵² LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Pickersgill to Young (Jan. 26, 1953).

⁵³ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, note on Cabinet decision of Jan. 30, 1953; also memo, Chipman to Wilgress (Feb. 3, 1953). The substance of the Cabinet decisions of Jan. 22 and Jan. 30 was provided for the author by the Privy Council Office.

With this background, and with this revived authority, the sixth meeting of the A.C.N.D. was held on February 16, 1953 under the chairmanship of Maj. Gen. Young. Pickersgill summarized the Cabinet's concern about the North, mentioning *inter alia* their "incomplete knowledge of northern activities," their "apprehension of seeming encroachment upon Canadian sovereignty," and their wish "to have Canada take the lead rather than be paced by the United States in areas of joint participation." However, others around the table were less inclined to emphasize excessive American activity and any resultant threat to Canadian sovereignty. The Chairman of the Defence Research Board (Dr. Solandt) said that there "appeared to be little or no real grounds for objecting to US activities" since the U.S. had always been "more than willing to cooperate with Canada" ; the Chairman of the Canadian Section of the P.J.B.D. (Gen. McNaughton), citing the long cooperation in this body, expressed the view that "there was nothing sinister about US activities in Canada" ; the Chairman of the Chiefs of Staff Committee (Lt. Gen. Foulkes) said that it did not seem "that Canadian sovereignty was in jeopardy." On the other hand there was general agreement that the primary needs involved such things as greater Canadian initiative, better coordination of Canadian activities generally, and more comprehensive information, with regard to the Canadian North. Pickersgill thought that executive authority should be vested in one responsible person; R.A. MacKay (Assistant U.S.S.E.A.) thought that a comprehensive report should be prepared under the guidance of Resources and Development. In the end the meeting, after taking note of a number of other matters, came to the following agreement:

- (i) to recommend to Cabinet, through the Minister of Resources and Development, that the Department of Resources and Development assume sole responsibility for coordinating activities in the Yukon Territory and Northwest Territories, with executive authority subject to the approval, as necessary, of the Governor in Council;
- (ii) that the Department of Resources and Development, together with the Secretaries of the Committee, prepare for consideration at the next meeting the comprehensive report on Canadian and foreign activities in Northern Canada required by the Cabinet;
- (iii) that the question of the reconstitution or establishment of sub-committees, with appropriate terms of reference and membership, for consideration of such problems as transportation, recruitment and training of personnel, the establishment of a central agency for the collection of Arctic information and the preparation of an information booklet for travellers to the Canadian North, be considered at the next meeting....⁵⁴

⁵⁴ Minutes of 6th meeting A.C.N.D. held Feb. 16, 1953, by Joint Secretaries W.P. Chipman and A.A. Beveridge (Feb. 23, 1953).

Following this meeting events moved rapidly, perhaps more rapidly than some members of the A.C.N.D. had expected. Without delay Minister of Resources and Development Robert Winters presented an interim report to Cabinet, in which he submitted for approval the Committee's first recommendation, i.e., that his department be vested with the sole responsibility for coordinating activities in the Territories. Also recommended was the addition of the President of the National Research Council to the membership of the A.C.N.D. (This recommendation is not to be seen in the minutes of the Committee's meeting.) Also, and evidently disregarding the Committee's intention to discuss subcommittees at its next meeting, Winters recommended that four subcommittees be established at senior level. These four subcommittees, and their chairmen, were to be as follows:

- (1) Transportation (Deputy Minister of Transport),
- (2) Building and Construction (Director of Building Research, National Research Council),
- (3) General Administration (Commissioner of the R.C.M.P.), and
- (4) Research and Development (Deputy Minister of Resources and Development).

Cabinet approved these recommendations on February 19.

Young explained these developments to the A.C.N.D. in a memo written on March 9 and at the Committee's next meeting on March 16. His memo suggests that the newly-approved subcommittees were seen as successors, or continuations, of those which had previously been established, i.e., those on Transportation, Coordination of Construction, and General Administration, and also the Arctic Research Advisory Committee of D.R.B. Comments in the memo show also that the intention was to increase the seniority of the subcommittees. For example: "The weakness of the foregoing committees centres chiefly on the fact that the members are too junior to consider and establish policies.... It is felt that the chairmen should be members of the main committee and the members of the sub-committees senior officials." Since the spadework of actually forming the subcommittees was evidently the responsibility of the parent committee, Young asked that it consider how and when this should be done.⁵⁵

In the above-mentioned memo of March 9 Young also suggested the creation of a small coordinating secretariat which would be "under the direct control of the Chairman of the Advisory Committee on Northern Development (Deputy Minister of Resources and Development) to coordinate and prepare material not only for the four sub-committees mentioned above but for the main committee." He thought that

⁵⁵ A.C.N.D. Doc. No. ND-37, memo of Mar. 9, 1953 by Young for A.C.N.D.; minutes of 7th meeting A.C.N.D. held Mar. 16, 1953, esp. Sec. II. The substance of the Cabinet decision of Feb. 19, 1953 was provided to the author by the Privy Council Office.

the initial staff might consist of an administrative officer, Grade 5 or 6, assisted by a secretary.⁵⁶

In another memo of the same date (March 9), Young proposed another little unit of a somewhat similar kind. The A.C.N.D. meeting of February 16 had recommended, in connection with the responsibilities of the subcommittees, that consideration be given to “the establishment of a central agency for the collection of Arctic information and the preparation of an information booklet for travellers to the Canadian North.”⁵⁷ In his memo Young referred to it as “an information centre which would be in a position to give information on all activities relating to northern Canada,” and described it thus: -

The responsibility of this section would be to correlate information about northern Canada, including material from all government departments and agencies, and outside sources. Booklets containing general information and instructions would be provided which would give useful background information about the people and the economy, as well as the application of ordinances and laws with which people having business in the North must comply.

Young thought that this unit should be placed in the Northern Administration and Lands Branch of his own department, that it should be established “in the immediate future,” and that it should comprise an administrative officer (Grade 4), a librarian (Grade 2), and a stenographer (Grade 2B).⁵⁸

A matter of more pressing concern was the report on the North which had been urgently requested by Cabinet on January 22.⁵⁹ The departmental representatives participating in the A.C.N.D. meeting of February 16 were instructed to bring with them reports on their departments’ activities in the North,⁶⁰ and most of them did.⁶¹ At the meeting Pickersgill suggested that the A.C.N.D. “render an interim report to Cabinet through the Minister of Resources and Development⁶²; this was done promptly by Winters, as noted above⁶³; and the report was duly noted by Cabinet at its meeting on February 19.⁶⁴ However, preparation of the more comprehensive

⁵⁶ A.C.N.D. Doc. No. ND-37, secs. 5, 6.

⁵⁷ Minutes of 6th meeting A.C.N.D. held Feb. 16, 1953, sec. 20 (b) (iii). See also remarks by Gen. Foulkes in sec. 8.

⁵⁸ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo by Young for A.C.N.D., Doc. No. 38 (Mar. 9, 1953).

⁵⁹ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, Pickersgill to Young (Jan. 26, 1953).

⁶⁰ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, memo for MacKay, evidently drafted by Barton (Feb. 13, 1953).

⁶¹ Minutes of 6th meeting A.C.N.D. held Feb. 16, 1953, sec. 20 (a) (i).

⁶² Minutes of 6th meeting A.C.N.D. held Feb. 16, 1953, sec. 19.

⁶³ A.C.N.D. Doc. No. ND-37, memo of Mar. 9, 1953 by Young for A.C.N.D.; minutes of 7th meeting A.C.N.D. held Mar. 16, 1953, esp. Sec. II.

⁶⁴ Cabinet meeting of Feb. 19, 1953; substance provided for author by Privy Council Office.

report which was visualized required more time. A draft of it was discussed at the 7th meeting of the A.C.N.D. on March 16, and some suggestions were made for revising it without delay.⁶⁵ Winters sent it to the Cabinet with an accompanying memorandum on March 31.⁶⁶ However, although the memorandum by Winters appears in several of the files consulted, in no case does the report itself seem to be present. The nearest thing to it is what is evidently a draft, in a file in the Public Archives [now Library and Archives Canada], which comprises a brief tabulation of government activities in the North and a considerably longer collection of statements about the activities of departments individually.⁶⁷ The report is of considerable interest, since it is the precursor of what became the booklet *Government Activities in the North*, issued annually by the A.C.N.D.

Evidently Gen. Young's proposals did not win unanimous support, at least at this stage. A memo written in External Affairs for the under-secretary, prior to the A.C.N.D. meeting of March 16, mentioned some aspects of the proposals which were seen as doubtful in one way or another. These related to the report to the Cabinet, the subcommittees, Young's wish that the projected secretariat should be under the Deputy Minister of Resources and Development (i.e. himself) rather than under the Secretary to the Cabinet (Pickersgill), and his apparent feeling that the subcommittees perhaps should not be actually convened until there was real need for them. The writer then commented, "I understand that the Secretary to the Cabinet is disturbed about these proposals and expects to have something to say about them at the meeting." Referring particularly to the proposed Arctic information agency, he observed,

I understand that the Secretary to the Cabinet considers General Young's proposals (bearing in mind, in particular, the candidate he has in mind for the position) to be quite inadequate. I agree with the view of the Secretary to the Cabinet and suggest that we try to avoid coming to any conclusion at the meeting along the lines suggested by General Young.⁶⁸

However, these objections apparently did not win the day. At its meeting on March 16 the A.C.N.D. approved in principle the setting up of a coordinating secretariat "as soon as possible." On the suggestion of Pickersgill the establishment and terms of reference were to be settled by a small group comprising the Deputy Minister of Resources and Development, the Deputy Minister of Finance, and the Secretary to

⁶⁵ Minutes of 7th meeting A.C.N.D. held Mar. 16, 1953, Part III, secs. 4-13.

⁶⁶ A.C.N.D. Secretariat, *Documents ND-1 to ND-50*, memo by Winters for Cabinet, Doc. No. 36 (Mar. 31, 1953).

⁶⁷ LAC, RG 85, vol. 300, file 1009-3, vol. 3. A copy of this report later turned up in the A.C.N.D. Secretariat.

⁶⁸ LAC, RG 25, vol. 5914, file 50197-D-40, p.1.1, memo from Defence Liaison Division (I) for U.S.S.E.A. (March 16, 1953). The copy in the file is unsigned, but was apparently drafted by W.H. Barton.

the Cabinet (i.e., himself). Similarly the Committee approved in principle the setting up of an Arctic information agency, with details of the establishment to be settled by the same trio. Young presented in outline a plan for the membership of the four subcommittees, with some added details, and the Committee noted *inter alia* that

the Research and Development Sub-Committee should, in general, retain the terms of reference and membership of the Arctic Research Advisory Committee, with the exceptions that the Service representation would be at a higher level and that there would be a broadening of scope to consider all government research and development programmes in Northern Canada....⁶⁹

Young was anxious to get the projected coordinating secretariat and information unit organized, so that they could start functioning. Accordingly a meeting was held, following the 8th meeting of the A.C.N.D. on April 13, of the trio who had been charged with this responsibility: Pickersgill, Deputy Minister of Finance Taylor, and Young himself. The Under-secretary of State for External Affairs (U.S.S.E.A.), Wilgress, was also present, and Col. Carrie of D.R.B. came in for part of the meeting, to speak on the desirability of transferring non-defence research on the North from D.R.B. to Resources and Development. There was some feeling that the secretariat and the information unit should be located together under one control; but for a variety of reasons, and especially because he wanted the secretariat to be under his own wing and ready to act quickly in case of need, Young concluded that they should be separate. His own candidate to head the secretariat was Lt. Col. G.W. Rowley of D.R.B., who was then in London, and, the group having approved this choice, Young wrote to him on April 16 to offer him the position:

We then considered the individual who might be appointed on my immediate staff to carry out these important duties. I mentioned some four or five people but emphasized that in my opinion there was only one person who had the knowledge, personality, and the staff officer qualifications to do this work. That was Colonel Rowley. There was agreement on the choice of your good self....⁷⁰

The A.C.N.D. unanimously approved the selection of Rowley at its meeting on May 11,⁷¹ and at the next meeting on June 15 Young was able to report that he had accepted the position as “head of the new organization,” which was now referred to as the Permanent Secretariat of the A.C.N.D. In giving this information Young added some other details:

It was intended that the organization would act not only as a secretariat but also as a planning group on matters pertaining to the north. The Arctic

⁶⁹ Minutes of 7th meeting A.C.N.D. held Mar. 16, 1953, secs. 17-27.

⁷⁰ LAC, RG 85, vol. 300, file 1009-3, vol. 3, Young to Rowley (Apr. 16, 1953).

⁷¹ Minutes of 9th meeting A.C.N.D. held May 11, 1953, art. 2.

Information Centre would for the present be part of the Northern Administration and Lands Branch of the Department of Resources and Development. The method of operation of the centre was still under consideration, but it seemed expedient at this stage that it should direct enquiries to the best sources of information rather than attempt to hold full information on all matters relating to the Arctic. It was anticipated that both the secretariat and the information centre would be functioning at an early date. An administrative officer had been appointed to help Mr. Rowley. The Joint Secretary would continue to be supplied by the Privy Council Office.⁷²

At the next meeting on September 14 Young reported further:

that Mr. G.W. Rowley had officially assumed the duties of Secretary of the Advisory Committee on Northern Development as of August 1, 1953, and that the Secretariat was now handling all of the work of the Main Committee and the Sub-Committees. The organization of the Arctic Information Centre was still under consideration.⁷³

It seems evident that things were not developing entirely in accord with earlier plans. For example, in addition to becoming head of a coordination secretariat, Rowley had become secretary to the A.C.N.D. itself. In so doing he replaced former joint secretaries Chipman and Beveridge, who unlike him were from the Privy Council Office. They functioned for the meeting on June 15 for the last time, although one of them, Lt. Cdr. Beveridge, remained as associate secretary for some time thereafter. Obviously, too, organization of the information centre was turning out to be more of a problem than anticipated.⁷⁴

The subject was discussed at length during the following months, with comments and suggestions by a number of department officials including W.T. Larmour, F.J.G. Cunningham, B.G. Sivertz, and after he took office, new deputy minister Gordon Robertson. Although there was general agreement as to the need for the unit, there were some marked differences of opinion on details. For example, Robertson thought, at least initially, that "our research work and establishment ought to be tied

⁷² Minutes of 10th meeting A.C.N.D. held June 15, 1953, Sec. II (g), arts. 18, 19.

⁷³ Minutes of 11th meeting A.C.N.D. held Sept. 14, 1953, Sec. II (d), art. 7. Rowley acted as secretary for the first time at this meeting, with Beveridge as associate secretary.

⁷⁴ The information centre was eventually established, but only after much time and effort had been spent, and in rather different form from what had been originally visualized. Graham Rowley, evidently at the direction of Deputy Minister Young, investigated the record of similar units which had been organized or planned in the past, including the Natural Resources Intelligence Service of the old Department of the Interior, the Geographical Bureau of Mines and Resources, and the Joint Intelligence Bureau of National Defence. Following his investigation Rowley suggested in a memo to Young on July 27, 1953, the establishment of a small arctic information centre within the Department of Resources and Development.

in with our handling of the A.C.N.D.," but what he had in mind was apparently research in a general sense. Sivertz thought that there should be "a Northern Research and Information Section under the Deputy Minister's office" in the Department of Northern Affairs and Natural Resources (D.N.A.N.R.), responsible to Robertson as deputy minister rather than Robertson as chairman of the A.C.N.D., and that the A.C.N.D. Secretariat should be kept free of "servicing" and research responsibilities. On the other hand, he thought that the Secretary and Co-ordinator of the A.C.N.D. could, properly enough, direct the work of this section." Cunningham, partly agreeing and partly disagreeing with both, thought that there should be a "Northern Research Co-ordination Section" in the Deputy Minister's office, basically concerned with coordination, but that actual research should be done elsewhere in the department. He thought that there could be a small unit for information, rather than research, in the A.C.N.D. Secretariat. These distinctions, and others, appear to get rather blurred, and evidently there was a certain evolution in the thinking of the leading participants in the planning.

By the time the unit and its funding were approved by Treasury Board in the autumn of 1954, what was emerging was the so-called "Northern Research Coordination Centre." The centre was to be located in D.N.A.N.R. under that department's deputy minister, but it would be directly in the charge of the A.C.N.D. secretary. It would include the Arctic Information Centre which had been recommended by Maj. Gen. Young and the A.C.N.D. in 1953, and it would take over the three positions which had already been approved for that unit plus one extra. It would also take over the growing library in the department, which was soon to become known as the "Northern Affairs Library." Its functions would be to provide and retain information on the North for legitimate users, provide funds for organizations (including the Arctic Institute of North America) and personnel doing northern research, carry out a limited amount of research itself in areas not otherwise covered, and generally coordinate research in and on the North. Although officially approved the Northern Research Co-ordination Centre took a good deal more time before it became a genuinely functioning body; and a document written by Rowley as late as December 23, 1955, indicated that much remained to be done to complete organization and get the unit fully into operation. By this time there were actually three units with some responsibility in northern research: the Northern Research Co-ordination Centre (which after a few years became the Northern Co-ordination and Research Centre), the Research and Development Subcommittee of the A.C.N.D., and the newly-established Northern Research Committee of D.N.A.N.R.⁷⁵

⁷⁵ LAC, RG 85, vol. 549, file 1003-1-4, *Northern Research Coordination Centre*, vol. 1, esp. Rowley to Deputy Minister (July 27, 1953), and enclosures; Larmour to Director Northern Administration and Lands Branch (Aug. 12, 1953); Cunningham to Deputy Minister (Aug. 13, 1953); Robertson to Rowley (Sept. 14, 1954); Cunningham to Sivertz (Sept. 16, 1954); Sivertz to Cunningham (Sept. 17, 1954); Cunningham to Deputy Minister (Sept. 20, 1954);

Apart from a few matters such as the information centre, however, the basic reconstitution and reorganization of the A.C.N.D. had been accomplished by about midsummer of 1953. It continued to function thereafter at varying levels of intensity, with its period of greatest activity and influence probably being the approximately ten years after 1953. It does not seem either feasible or necessary to treat the post-1953 years in the same detail as has been the case up to the present point, since this would result in a tome of mammoth proportions. What follows, therefore, is first a compressed tabulation of A.C.N.D. meetings, with dates and chief subjects of discussion, to approximately 1972, and then a briefer discussion than heretofore of the highlights of the A.C.N.D. record during this period with particular reference to matters concerning sovereignty.

C. The A.C.N.D. After 1953: Organization, Structure and Personnel⁷⁶

During the years covered by the above tabulation the A.C.N.D. changed but little in its basic organization and structure. There were, of course, numerous changes of personnel. Major General Young remained as Chairman of the A.C.N.D. only until October 1953, when he moved from the deputy ministership of Resources and Development to that of Public Works. He was replaced as Chairman of the A.C.N.D. and Deputy Minister of Resources and Development by R. Gordon Robertson, who had been Assistant Secretary to the Cabinet. When this change was made the Deputy Minister of Public Works was added to the A.C.N.D. as a regular member, and thus Young, although no longer chairman, remained a member of the A.C.N.D. until his retirement in 1963.

Robertson held office as A.C.N.D. chairman and deputy minister of the responsible department (Resources and Development until December 1953, changed to Northern Affairs and National Resources at that time) until 1963, when he became Secretary to the Cabinet. His successors were E.A. Cote (1963-1968), J.A. MacDonald (1968-1970), and H.B. Robinson (1970-72), the department itself having become, in 1966, Indian Affairs and Northern Development.⁷⁷

Minister (D.N.A.N.R.) to Treasury Board (Sept. 24, 1954); Robertson to Deutsch (Sept. 23, 1954); Deutsch to Robertson (Oct. 12, 1954); Rowley, memo for Northern Research Committee, Doc. NARC-2, "The Northern Research Coordination Centre." (Dec. 23, 1955).

⁷⁶ The information in this summary has been drawn from the minutes of A.C.N.D. meetings in the A.C.N.D. Secretariat.

⁷⁷ Most of the information in this and following paragraphs is taken directly from the minutes of the relevant A.C.N.D. meetings. For the change from Resources and Development to Northern Affairs and National Resources see *Statutes of Canada*, 2-3 Eliz. H, C. 4 (Dec. 16, 1953), esp. sections 1, 3, 13; for the change from Northern Affairs and National Resources to Indian Affairs and Northern Development see *Statutes of Canada*, 14 - 15 Eliz. II, C. 25 (June 16, 1966), esp. sections 15 - 21, 40. Young was appointed Deputy Minister of Public Works by Order in Council P.C. 1451 (Sept. 17, 1953); Robertson was appointed Deputy

G.W. Rowley remained as secretary of the A.C.N.D. from his appointment in 1953 until Dec. 31, 1967, at which time he was succeeded by L.A.C.O. Hunt, who held the post for the rest of the period under consideration. A.A. Beveridge served as associate secretary with Rowley until April 1954, at which time he ceased to hold this post, although for some time thereafter he continued to attend meetings as representative of the Secretary to the Cabinet. There was no associate secretary after Beveridge, but C.J. Marshall of Northern Affairs and National Resources, who was also a member of the Secretariat and a subcommittee secretary, served as acting secretary on one or two occasions when Rowley was not present (such as meeting 42).

As stated, the basic structure of the A.C.N.D. itself did not change greatly during the years under consideration. Essentially it continued to comprise, and to function through, the parent committee, and number of subcommittees, and the secretariat. The composition of the parent committee remained largely the same as when the A.C.N.D. was reconstituted in 1953, except for the addition of several new regular members during the following years. The additions of the President of the National Research Council (meeting 7) and the Deputy Minister of Public Works (meetings 12, 13) have already been noted. The Deputy Minister of National Health was added in March 1955 (meetings 24 and 25), and the Deputy Ministers of Fisheries and Agriculture in January 1959 (meetings 50 and 51).⁷⁸ A few other changes, sometimes only in title, were necessitated from time to time by departmental reorganizations, and, in some cases, the emergence of new departments.

The evolution of the subcommittees was much more complicated. A few of them had a measure of stability and functioned with some continuity, but other came and went as temporary, *ad hoc* creations, often with only a particular function to perform, and thus likely to be condemned to oblivion after they had carried out this responsibility or it had lost its urgency.

The Transportation Subcommittee, one of the first four to be organized, was active during the early years and carried out a significant function, but as time went on it lapsed into a less productive role. At the beginning this subcommittee was chaired by a high-ranking officer of the R.C.A.F., but after the reconstitution of the A.C.N.D. in 1953 the responsibility was given to the Deputy Minister of Transport, a post

Minister of Resources and Development by Order in Council P.C. 1452 (Sept. 17, 1953). Robertson was appointed Commissioner of the N.W.T. by Order in Council P.C. 1817 (Nov. 19, 1953), Deputy Minister of the new Department of Northern Affairs and National Resources by Order in Council P.C. 2009 (Dec. 29, 1953), and Secretary to the Cabinet (and Clerk of the Privy Council) by Order in Council P.C. 798 (May 23, 1963). Cote was appointed Deputy Minister of Northern Affairs and National Resources by Order in Council P.C. 799 (May 23, 1963), Deputy Minister of Veterans Affairs by Order in Council P.C. 175 (Jan. 30, 1968), and Deputy Solicitor General by Order in Council P.C. 2186 (Nov. 28, 1968). MacDonald was appointed Deputy Minister of Indian Affairs and Northern Development by Order in Council P.C. 176 (Jan. 30, 1968).

⁷⁸ See also A.C.N.D. Document ND-260.

filled initially by C.W. West, then by J.C. Lessard, and later, for a considerable time, by J.R. Baldwin. During the early phase the secretary was W.P. Chipman of the Privy Council Office, and later, after the reconstitution, C.J. Marshall of Northern Affairs and National Resources and the A.C.N.D. Secretariat. Meetings No. 1-11 were held during the initial years 1948-52, and then, after the reconstitution, Meetings No. 12-19 between 1953 and 1960. Between 1960 and 1970 only one regular meeting was held: the 20th meeting on November 22, 1965. A reestablishment of the subcommittee was recommended early in May 1970; the 21st meeting was held on May 21; and henceforth there were meetings with greater frequency, the 30th occurring on February 23, 1972. The question had arisen as to what the subcommittee's role, if any, should be in view of the anticipated formation of an Arctic Transportation Agency in the Department of Transport; but at the 83rd meeting of the A.C.N.D. on May 6, 1971, it was decided that it should continue to function for the time being.⁷⁹

As already seen the original Coordination of Construction Subcommittee became the Building and Construction Subcommittee at the time of the reconstitution of 1953, and functioned thereafter under the simpler title of "Construction Subcommittee." As such it took over all of the functions and responsibilities of its predecessor.⁸⁰ At the beginning the chairman was the Deputy Minister of Public Works, but the reconstitution assigned the responsibility to the Director of Building Research, National Research Council. Later in 1953, when Maj. Gen. Young became the Deputy Minister of Public Works and retained his membership in the A.C.N.D., the chairmanship was given back to the Deputy Minister of Public Works and remained in his hands thereafter.⁸¹ As with the Transportation Subcommittee, Chipman was initially the secretary, and was replaced by Marshall in 1953.

Although the subcommittee had held several meetings during the first phase of the A.C.N.D., these were not counted in the later numbering of the meetings, and the first meeting of the subcommittee was taken to be the first meeting after the reconstitution (that of December 16, 1953). At its second meeting on February 1, 1954, the subcommittee framed its own terms of reference, most importantly to coordinate government construction in the North⁸²; and these were approved by the parent committee at its next meeting.⁸³ The Construction Subcommittee functioned continuously throughout most of the period under consideration, holding at first two or three meetings per year and later usually one. Meetings 1-11 were held between

⁷⁹ The minutes of the Transportation Subcommittee meetings are in the A.C.N.D. Secretariat. Also relevant are the minutes of the meetings of the A.C.N.D. itself, where the Transportation Subcommittee and its activities were discussed, e.g. Meetings No. 15, 16, 22, 26, 29, 42, 44, 57, 80, and 83; also A.C.N.D. Docs. ND-82, 148, 216, 217, 301, 485, 496, 504.

⁸⁰ Minutes Meeting 12 (Oct. 19, 1953), Sec. VI; Doc. ND-66 (Oct. 13, 1953).

⁸¹ Minutes Meeting 13 (Nov. 23, 1953), Sec. VII (e).

⁸² Doc. ND-84 (Feb. 10, 1954).

⁸³ Minutes Meeting 16 (Feb. 15, 1954), Sec. III.

December 16, 1953, and October 25, 1956; and Meetings 12-22 between the latter date and February 9, 1968. During these years, and apparently largely owing to the energy and interest of Chairman Young, this subcommittee was one which was charged with significant responsibilities and endeavoured to carry them out. It attempted to plan, coordinate, and keep track of government construction throughout the North, and each year presented to the A.C.N.D. two large, detailed, and comprehensive reports, one dealing with progress in government construction during the preceding year and the other with plans for the coming year.

By 1968, however, the Department of Public Works had carried out an internal reorganization which regionalized its operation and established an advisory coordinating committee in Edmonton for construction in most of the Western Arctic. A similar committee was visualized for the Eastern Arctic. In this situation the Construction Subcommittee doubted that it could continue to serve any useful purpose; and at its 22nd meeting on February 9, 1968 it passed unanimously a resolution that it should be disbanded, although with the proviso that if the need arose it should be reestablished. There was also a feeling that in any case a special *ad hoc* construction committee should be convened to study a number of matters of particular importance. These recommendations were accepted at the next meeting of the A.C.N.D. on June 6, 1968, evidently with some reservations, and with the notation that the new committee in Edmonton would maintain contact with the A.C.N.D.⁸⁴ Ironically, the *ad hoc* committee recommended that a new subcommittee on construction be established⁸⁵; and this recommendation, with the disbandment of the *ad hoc* committee, was accepted by the A.C.N.D.⁸⁶

The Subcommittee on General Administration, created in 1952, initially was chaired by the Director of the Northern Administration and Lands Branch, and one meeting was held during its first year. As stated by Deputy Minister Young in his memo of March 9, 1953,⁸⁷ its terms of reference were "to coordinate current and projected activities in the north; to review problems which might arise from various programmes and to be prepared to pass on to the main committee for consideration recommendations on problems involving higher policy." It continued, or reappeared, at the time of the reconstitution in 1953, but now the chairmanship was assigned to the Commissioner of the R.C.M.P. In a letter dated March 30, 1953, the new chairman, Commissioner L. H. Nicholson, proposed new terms of reference for the subcommittee, basically to study and provide information about government administration in the North and to keep under observation employment practices

⁸⁴ Minutes A.C.N.D. Meeting 72 (June 6, 1968), Sec. V; also Doc. ND-456 (May 24, 1968), with minutes of Construction Subcommittee Meeting 22 (Feb. 9, 1968) attached.

⁸⁵ Doc. ND-475 (Feb. 26, 1969).

⁸⁶ Minutes A.C.N.D. Meeting 74 (June 26, 1969), Sec. II.

⁸⁷ A.C.N.D. Doc. ND-37. See also minutes of Construction Subcommittee meetings in A.C.N.D. Secretariat.

and policies generally, but especially those related to natives.⁸⁸ At its next meeting on April 13 the A.C.N.D. approved these terms of reference, but, at the suggestion of Secretary to the Cabinet Pickersgill, specified that the following clause should be added: "to consider from time to time reports on U.S. activity in the Canadian North and to recommend measures which would contribute to the maintenance of Canadian sovereignty in the area."⁸⁹

In its reorganized form the Administration Subcommittee held what it called its first meeting on August 24, 1953, thus not taking account of the meeting held in 1952. The second and third meetings were held on February 11, 1955 and March 1, 1955, respectively. Principal subjects of discussion at these meetings, which formed the substance of reports and memos to the parent committee, included foreign language publications on the North, the appointment of customs and immigration officers in northern settlements, government policy on Eskimo affairs, administrative implications of the D.E.W. Line, and protection of game in the North.⁹⁰ However, after this early phase of activity the Administration Subcommittee does not seem to have continued as a functioning body.⁹¹

The Research and Development Subcommittee had been more or less modelled on the Arctic Research Advisory Committee of the Defence Research Board. The Arctic Research Advisory Committee had been organized in the spring of 1947, at which time it had taken over the functions of the Chiefs of Staff Committee's Inter-Service Sub-Committee on Winter Warfare Research. At the time of the reconstitution of the A.C.N.D. in 1953 the Research and Development Subcommittee was set up as a fourth subcommittee, the basic idea being that it should take over the research of the Arctic Research Advisory Committee except for research relating to defence. Its chairman was to be the Deputy Minister of Resources and Development, initially Maj. Gen. Young, and then, after Young became Deputy Minister of Public Works and Chairman of the Construction Subcommittee late in 1953, his successor R.G. Robertson. At the 15th meeting of the A.C.N.D. it was agreed that the subcommittees' membership should be drawn from the same departments and agencies as were represented on the Arctic Research Advisory Committee.⁹² Henceforth the Arctic Research Advisory Committee lapsed into inactivity.

⁸⁸ A.C.N.D. Doc. ND-41.

⁸⁹ Minutes Meeting No. 8, Sec. III.

⁹⁰ A.C.N.D. Secretariat, files containing minutes of Administration Subcommittee meetings 1, 2, and 3; also A.C.N.D. Docs. Nos. ND-50, 59, 60, 63, 122; also minutes of A.C.N.D. meetings No. 9 (May 11, 1953), Sec. VIII; No. 11 (Sept. 14, 1953), Secs. II(c), II(e), VI; No. 24 (Mar. 7, 1955), Sec. II.

⁹¹ I do not see further references to it in the minutes of the parent committee meetings, nor do there appear to be later documents in the A.C.N.D. Secretariat.

⁹² A.C.N.D. Doc. ND-37; Minutes A.C.N.D. meetings No. 7 (March 16, 1953), Sec. II; No. 13 (Nov. 23, 1953), arts. 46, 47, 48; No. 14 (Dec. 21, 1953), Sec. 1(c) and Appendix A; No. 15 (Jan. 18, 1954), Sec. I(a).

The Research and Development Subcommittee was apparently not very active either, but it did have a hand in initiating one of the most important projects undertaken in the North during these years. This was the Polar Continental Shelf Project, which was started in 1959 following suggestions by Dr. van Steenburgh and Mr. Robertson at the 43rd and 44th meetings of the A.C.N.D.⁹³ A draft by Rowley was discussed at a meeting of the Research and Development Subcommittee on January 17, 1958; and there were further discussion in A.C.N.D. meetings and in a special committee set up to study the project. A memo to the Cabinet from D.N.A.N.R. Minister Alvin Hamilton, which had been drafted by Rowley, was followed by official approval and initiation of the project.⁹⁴

At the 48th meeting of the A.C.N.D. on October 20, 1958, it was agreed that the Research and Development Subcommittee should be “reactivated” with a view to greater coordination of effort, but, following a suggestion in a paper on the subject by Rowley, the name of the body was changed to the “Scientific Research Subcommittee” to indicate emphasis upon scientific research rather than economic and social development.⁹⁵ The chairman of the revived and revised subcommittee was Dr. W. E. van Steenburgh of Mines and Technical Surveys, who had chaired the special committee on the Polar Continental Shelf project. In this new form the subcommittee functioned throughout the 1960’s, and among other things initiated the establishment of the research station at Inuvik.⁹⁶ One of its main concerns, and problems, during these years was the funding of northern research. At the end of the decade the subcommittee was “reconstituted” under the chairmanship of Dr. J.M. Harrison (assistant deputy minister of Energy, Mines, and Resources), and with scientific and related activities increasing rapidly in the North it found much to keep it occupied thereafter.⁹⁷ At some time during the summer of 1970, evidently in June or July, the name of the subcommittee was changed once again, to the “Science and Technology Subcommittee,” but I see nothing in the available documents which accounts precisely for the change.⁹⁸

The above takes account of the four original subcommittees. Others were added as time went on, and there were numerous and sometimes apparently undocumented adjustments and changes (too involved to deal with in complete detail here). For

⁹³ Minutes A.C.N.D. meetings No. 43 (Oct. 16, 1957), art. 47; No. 44 (Dec. 2, 1957), arts. 9-17 esp. 13.

⁹⁴ Minutes A.C.N.D. meetings No. 45 (Jan. 27, 1958), I (d); No. 46 (March 3, 1958), I (c); A.C.N.D. Docs. ND-232 - ND-235.

⁹⁵ Minutes A.C.N.D. Meetings No. 48 (Oct. 20, 1958), IX arts. 59, 60, 68; No. 50 (Jan. 12, 1959), V; A.C.N.D. Doc. N. D. -260, esp. Recommendation (b).

⁹⁶ Minutes A.C.N.D. meeting No. 57 (Mar. 14, 1960), IV (c); A.C.N.D. Doc. ND - 305).

⁹⁷ Minutes A.C.N.D. meeting No. 76 (May 11, 1970) (draft only); A.C.N.D. Doc. ND -486.

⁹⁸ Smith noted that the documents of this subcommittee are in the A.C.N.D. Secretariat. The papers retained the designation “SR” (Scientific Research) after the last change of title mentioned, but the folders are labelled “ST” (Science and Technology).

example, the Public Information Subcommittee was set up following a decision taken at the 18th meeting of the A.C.N.D. on April 26, 1954, its immediate function being to attempt to establish guidelines for the coordination and dissemination of information about the North.⁹⁹ Under the chairmanship of R.A.J. Phillips the new subcommittee quickly produced a policy guidance paper on the subject, the first sentence of which read as follows: "The first object of public information on the north is to emphasize that the northern regions are as much a part of Canada as any other area in the country."¹⁰⁰ There was much throughout the paper in the same vein. The 45th meeting of the A.C.N.D. on January 27, 1958, established the Subcommittee on Northern Communications, its terms of reference being to coordinate, and generally investigate and report on, plans for northern communications. During its early years the chairman was Deputy Minister of Transport J.R. Baldwin. After a period of inactivity the subcommittee was reactivated by decision of the A.C.N.D. at its 81st meeting on November 26, 1970, with the Department of Communications now providing the chairman. New terms of reference were presented to and approved by the A.C.N.D.¹⁰¹

From time to time, special or *ad hoc* subcommittees or working groups were set up, each to carry out a particular purpose. As the name suggests, such a body was not intended to be permanent, and usually did not survive beyond the performance of its function. For example, an *ad hoc* subcommittee on the Arctic Institute of North America was set up at the 73rd meeting of the A.C.N.D. on December 19, 1968, to examine the relationship of the Institute with the Canadian Government and determine the amount of financial support the latter should grant to the former.¹⁰² Such bodies appeared and disappeared with considerable frequency.

D. The A.C.N.D.: Responsibilities and Activities, 1953-71

According to its basic terms of reference the A.C.N.D. had two major preoccupations:

- (1) questions of policy relating to civilian and military undertakings, both Canadian and foreign, in northern Canada, and
- (2) coordination of all government activities in that area.

⁹⁹ Minutes A.C.N.D. meetings No. 18 (Apr. 26, 1954), Sec. III; No. 19 (May 31, 1954), Secs. II, III; No. 20 (Oct. 12, 1954), Sec. I (c); A.C.N.D. Docs. ND -93, 97, 98).

¹⁰⁰ A.C.N.D. Doc. ND-98 (May 28, 1954).

¹⁰¹ Minutes A.C.N.D. meetings No. 45 (Jan. 27, 1958), Sec. III; No. 47 (May 20, 1958), Sec. V; No. 48 (Oct. 20, 1958), Sec. VIII; No. 55 (Nov. 9, 1959), Sec. II (b); No. 81 (Nov. 26, 1970), Sec. IV; No. 83 (May 6, 1971); Sec. V; A.C.N.D. Docs. ND-234, 245, 252, 287, 494, COMS-1.

¹⁰² Minutes A.C.N.D. meeting No. 73 (Dec. 19, 1968), Sec. II (h); A.C.N.D. Doc. ND-471.

During most of the years under consideration the A.C.N.D. was heavily involved in both categories of responsibility. In the context of this work, broadly speaking, the first category is clearly of more direct significance than the second. The following pages attempt first to deal briefly with the less important, and then in somewhat greater detail with the more important, aspects of the A.C.N.D.'s work in this context.

A major responsibility carried out by the A.C.N.D. was the preparation and circulation of the annual report *Government Activities in the North*. As already noted, this had been one of its initial responsibilities at the time of the reconstitution, and the first report had been issued in March 1953. At its 14th meeting on December 21, 1953, the A.C.N.D. decided that the Secretariat should prepare an up-to-date and somewhat more comprehensive and better organized report to cover the calendar year 1953. Copies of this report were distributed at the 18th meeting on April 26, 1954; and thereafter production of this report on an annual basis was a major preoccupation of the Secretariat. It became the practice for each department and agency concerned with the North to submit a yearly summary of its responsibilities, activities, and plans in this region; and these summaries formed the basis and substance of the annual report. It was necessary to take account of the fact that a few departments were engaged in work of a classified nature; this was done initially by preparing two reports each year, one for general and one for limited distribution; but later the simpler device was adopted of preparing for each report a detachable addendum of classified material. The annual report became a very useful document for reference, with the limitation, however, that it was generally rather uneven, some departments obviously paying more attention to substance and detail in their summaries than others.¹⁰³

One matter to which the A.C.N.D. gave much time and attention for that lengthy period was the question of relocating the town of Aklavik. The subject was brought up by General Young at the 12th meeting on October 19, 1953; it was discussed in greater detail at the next meeting on November 23, and a strong recommendation was made to Cabinet that the move should be authorized and carried out as soon as possible. Cabinet gave approval in principle without delay; Curt L. Merrill was appointed project manager; and at the 20th meeting on October 12, 1954, it was announced that an Aklavik survey team and an *ad hoc* Aklavik Subcommittee had come to the conclusion that the most favorable site for a new location would be E-3, on the East Channel about 33 air miles almost due east of Aklavik itself. At its next meeting the A.C.N.D. accepted this choice for recommendation to the Cabinet, and it became the site of the new town of Inuvik, soon to become the principal centre in this part of the Northwest Territories. Initial plans to complete the move in 1958

¹⁰³ Minutes A.C.N.D. meetings No. 14 (Dec. 21, 1953), Sec. V; No. 18 (Apr. 26, 1954), Sec. IV; No. 19 (May 31, 1954), Sec. I (c); No. 23 (Feb. 7, 1955), Sec. V; A.C.N.D. Docs. ND-73, 94, 118, 269, 272, etc. The annual reports were numbered according to the system adopted for A.C.N.D. documents, e.g., ND-94 was the report for 1953.

could not be met, largely because the various parts of the project necessarily proceeded at different rates; and it was only after two or three more years that the most essential parts of the move could be considered completed.¹⁰⁴

Another essentially Canadian problem which fell under the A.C.N.D.'s scrutiny was the question of a railway to Great Slave Lake. Arguments for such a railway had been put forward in a brief to the Royal Commission on Canada's Economic Prospects, in the context of developing the North and relieving economic distress among the native peoples. However, the Northern Affairs minister, Jean Lesage, requested an examination of this and related matters by the A.C.N.D. before submitting any recommendation to the Government. A paper dated February 1, 1956 and bearing the signature of R.G. Robertson¹⁰⁵ was discussed at the 31st meeting of the A.C.N.D. on February 6, 1956; and there was general agreement that the cure for the economic and other ills of the territories lay in genuine development, including such things as the railway, rather than in patchwork and artificial solutions such as price supports for furs. Most early planning visualized a railway from Waterways to Great Slave Lake via Fort Smith in preference to one staring at Grimshaw in the Peace River country and following the Peace and then the Hay. Controversy over the route delayed construction for some time, with the two major railways (Canadian Pacific and Canadian National) favoring the Waterways route, and the Peace River district, much more heavily populated than the Waterways area, arguing for the western route. A Royal Commission was appointed to study the alternatives; a decision was made to survey the western route; and this became the route of the railway. It does not appear that the A.C.N.D. had any particular role to fill once construction was under way, but the progress of the railway was followed closely in its meetings.¹⁰⁶

The A.C.N.D. was involved in several other projected moves or developments at particular northern centres besides the conspicuous case of Aklavik. A move from Resolute, which had become the principal base in the Queen Elizabeth Islands more through chance than deliberate planning, was considered on numerous occasions in the 1940's, 1950's and 1960's, in the A.C.N.D. and elsewhere; but although repeated investigations agreed unanimously that Radstock Bay, about 75 miles east at the southwestern tip of Devon Island, would be much preferable in practically every respect, the move did not materialize. At the 66th meeting of the A.C.N.D. on

¹⁰⁴ Minutes A.C.N.D. meetings No. 12 (Oct. 19, 1953), Arts. 27 - 31; No. 13 (Nov. 23, 1953), Sec. II; No. 14 (Dec. 21, 1953), Sec. I (b); No. 15 (Jan. 18, 1954), Sec. V; No. 16 (Feb. 15, 1954), Sec. I (c); No. 20 (Oct. 12, 1954), Sec. I (a); No. 21 (Nov. 8, 1954), Sec. I (a); No. 22 (Dec. 13, 1954), Sec. I (4 A.C.N.D. Docs. ND-68, 77, 103, 110, 132, 270).

¹⁰⁵ A.C.N.D. document ND-161.

¹⁰⁶ Minutes A.C.N.D. meetings No. 31 (Feb. 6, 1956), Sec. IV; No. 41 (May 6, 1957), Sec. VII (vii); No. 44 (Dec. 2, 1957), V (ii); No. 46 (Mar. 3, 1958), VI (f); No. 47 (May 20, 1958), VII (a); No. 49 (Nov. 24, 1958), VI (f); No. 54 (July 6, 1959), VI (f); No. 58 (Dec. 5, 1960), IX (g); No. 62 (Dec. 18, 1961), XII (d); No. 65 (Dec. 18, 1963), VII (d); A.C.N.D. Docs. ND-161, 370.

February 26, 1965, Graham Rowley surmised that there would be no action until the need for a submarine base in the area became apparent.¹⁰⁷ In the late 1950's, when activities at Frobisher Bay [now Iqaluit] were increasing, a collectivity of agencies and interests made plans for an expansion of facilities to accommodate a future population of up to 4,500 at this centre. The A.C.N.D. kept a close watch on the development of these plans, which were seen as being related not only to American defence plans and projects but also to growing Canadian needs resulting from increased civilian flying, commercial enterprise, and administrative and other activity. However, before long it began to appear that anticipations were not likely to be realized, at least in the near future, and plans were accordingly scaled down.¹⁰⁸ The erosion of the escarpment at Whitehorse, partly caused by the presence of the airfield and activities connected therewith, caused a serious problem marked by a landslide in 1953; and the A.C.N.D., largely through its Construction Subcommittee, worked with the Division of Building Research of the National Research Council in investigating the problem and initiating remedial measure.¹⁰⁹ Somewhat related subjects which were considered by the A.C.N.D. were the consequences for Churchill of D.N.D.'s withdrawal from that centre in 1964.¹¹⁰ A minor relocation of the Alert base was suggested at an early stage, in 1954, because supply ships were having difficulty getting there. When the proposal was made again, in a different context, in 1968, D.N.D. indicated that it was satisfied with the site and was proceeding with a base improvement plan.¹¹¹

During the years under consideration the A.C.N.D. was of course concerned with a multitude of other activities involving mainly northern administration and development, and not directly or particularly connected with issues relating to sovereignty. Without going into detail, these included such varied problems as development of the Mackenzie River route¹¹²; economic conditions among Native peoples in the North, employment of northern residents, and northern economic

¹⁰⁷ Minutes A.C.N.D. meetings No. 21 (Nov. 8, 1954), Arts. 29, 30; No. 52 (Apr. 20, 1959), VI (d); No. 55 (Nov. 9, 1959), I (e); No. 58 (Dec. 5, 1960), III; No. 66 (Feb. 26, 1965), II (b); A.C.N.D. Docs. ND-275, 313; also Geographical Branch Paper No. 37 (1964).

¹⁰⁸ Minutes A.C.N.D. meetings No. 44 (Dec. 2, 1957), IV (i); No. 45 (Jan. 27, 1958), I (c); No. 58 (Dec. 5, 1960), I (b); No. 59 (Feb. 20, 1961), I, also Appendix; A.C.N.D. Docs. ND-231, 299.

¹⁰⁹ Minutes A.C.N.D. meetings No. 37 (Nov. 12, 1956), IV; No. 46 (Mar. 3, 1958), V; No. 50 (Jan. 12, 1959), II (b); No. 54 (July 6, 1959), III; A.C.N.D. Docs. ND-195, 240, 261, 281.

¹¹⁰ Minutes A.C.N.D. meeting No. 66 (Feb. 26, 1965), II (0; A.C.N.D. Doc. ND -392) and the selection of Yellowknife as N.W.T. capital and other recommendations of the Carrothers Commission in 1966 (Minutes A.C.N.D. meetings No. 69 (Dec. 12, 1966), VIII (c); No. 70 (Feb. 6, 1967), VI).

¹¹¹ Minutes A.C.N.D. meetings No. 21 (Nov. 8, 1954), VI (c); No. 73 (Dec. 19, 1968), II (0; A.C.N.D. Doc. ND-468.

¹¹² Meeting No. 29 (Nov. 28, 1955), IV; Doc. ND-149.

problems generally¹¹³; the establishment of scheduled air services in northern Canada¹¹⁴; radio service in the Territories¹¹⁵; northern community and town planning¹¹⁶; the development of a road program in the Territories¹¹⁷; the proposed division of the Northwest Territories into two new territories and related constitutional and other developments¹¹⁸; and financial support for the Arctic Bibliography.¹¹⁹

Although the above (and other subjects) were matters for consideration by the A.C.N.D. and were discussed at its meetings (and often in considerable detail), it cannot be said that in all cases they were essentially the responsibility of the A.C.N.D. or that it had even a major role. Indeed in some instances the role of the A.C.N.D. was mainly that of an interested observer, who wished to keep informed in case his advice and participation might at some time be desired.

Of greater concern in the present context, however, are the preoccupations and activities of the A.C.N.D. in connection with matters more directly related to sovereignty, including defence of the North American Arctic, the American presence in the Canadian North, joint defence projects, and, as time went on, developing issues in international law. A survey of the subject indicates that the many problems of this kind constituted a continuing and ever-present responsibility for the A.C.N.D.

One such problem which was placed under the scrutiny of the A.C.N.D. at an early stage was the future of the Northwest Highway System. The Canadian Army had looked after maintenance of the Alaska Highway since it had taken over from the Americans on April 1, 1946; but this had never been considered a permanent arrangement, and increasingly, because of manpower and other problems, the Army wanted to be relieved of the responsibility. On August 18, 1953, the Deputy Minister, D.N.D., wrote to the Chairman, A.C.N.D., asking that the A.C.N.D. consider the future of the N.W. Highway System and suggest whether responsibility for it should be handed over to some other government department or agency. The

¹¹³ Minutes A.C.N.D. meetings No. 31 (Feb. 6, 1956), IV; No. 32 (Mar. 12, 1956), I(c); No. 34 (May 23, 1956), VII; No. 36 (Oct. 15, 1956), VI; No. 69 (Dec. 12, 1966), VI; No. 70 (Feb. 6, 1967), IV; No. 72 (June 6, 1968), II; A.C.N.D. Docs. ND-161, 164, 177, 192, 431, 433, 453.

¹¹⁴ Minutes A.C.N.D. meeting No. 37 (Nov. 12, 1956), I (c); A.C.N.D. Doc. ND-193.

¹¹⁵ Minutes A.C.N.D. meeting Nov. 38 (Dec. 17, 1956), II; A.C.N.D. Doc. ND-196.

¹¹⁶ Minutes A.C.N.D. meetings No. 32 (Mar. 12, 1956), V; No. 44 (Dec. 2, 1957), I; A.C.N.D. Docs. ND-167, 227.

¹¹⁷ Minutes A.C.N.D. meetings No. 49 (Nov. 24, 1958), VI (e); No. 50 (Jan. 12, 1959), III; A.C.N.D. Doc. ND -256.

¹¹⁸ Minutes A.C.N.D. meetings No. 59 (Feb. 20, 1961), VII (g); No. 67 (Apr. 12, 1965), I; No. 68 (May 19, 1966), I (b), IV; No. 69 (Dec. 12, 1966), VIII (c); A.C.N.D. Docs. ND-347, 405, 409.

¹¹⁹ Minutes A.C.N.D. meetings No. 66 (Feb. 26, 1965), IV; No. 67 (Apr. 12, 1965), II; A.C.N.D. Docs. ND-401, 404.

question was broached at the A.C.N.D.'s 11th meeting on September 14, and was discussed in greater detail at the 14th meeting on December 21. The Committee recommended that the Department of Public Works take over responsibility from the Army within four years, on the understanding that the armed services would provide 20% of the officers of the engineering staff. However, after a specially appointed subcommittee had reported on the matter this recommendation was changed somewhat, i.e., the Army should be relieved of responsibility, and Public Works, after study, should recommend what authority should ultimately be responsible. This revised recommendation, with the added proviso that the Army should continue maintenance until an alternate agency was designated, was approved by the A.C.N.D. at its 17th meeting (March 22, 1954), and, under the signature of D.N.A.N.R. Minister Jean Lesage, was presented to the Cabinet, where it was approved on March 25. The investigation by Public Works led to the conclusion that the only satisfactory alternative to the Army was Public Works itself. However, all planning for any takeover in the near future was halted, at least temporarily, by a Cabinet decision on May 5, 1955, that the Army should continue responsibility for the time being. "For the time being" developed into a lengthy period, even though, on at least one more occasion (April 14, 1959), D.N.D. asked the Cabinet for release from the responsibility. On August 30, 1963, the Minister of National Defence renewed the request, this time asking specifically that the N.W. Highway System be transferred to Public Works effective April 1, 1964. Again the A.C.N.D. was asked to consider the question, and at its 64th meeting on September 23, 1963, it decided to recommend to Cabinet that the requested transfer be made. Later that year Cabinet approved the recommendation, and accordingly the transfer took place.¹²⁰

Another highway problem, in this case involving the Haines Cut-Off Road, cropped up periodically. This road had been built by the U.S. from Haines on Chilkat Inlet in the Lynn Canal to Haines Junction at Mile 1016 on the Alaska Highway, with the purpose of providing an alternative to the White Pass and Yukon Railroad as a route from the Pacific coast to the Alaska Highway and Fairbanks. It assumed a new importance in the early 1950's when the U.S. was building the Haines pipeline, an eight-inch line from Haines to Fairbanks which followed the Haines Cut-Off along that portion of the route. From the start American authorities had placed high value on the Haines Cut-Off for military and economic reasons, and had been eager to have it maintained and kept open on a year-round basis. On the other hand Canadian authorities were much less enthusiastic about it and were especially

¹²⁰ Minutes A.C.N.D. meetings No. 11 (Sept. 14, 1953), IV; No. 14 (Dec. 21, 1953), II; No. 16 (Feb. 15, 1954), II; No. 17 (Mar. 22, 1954), I (b); No. 18 (Apr. 26, 1954), I (b); No. 24 (Mar. 7, 1955), IV; No. 25 (Apr. 12, 1955), I (d); No. 26 (May 16, 1955), I (d); No. 64 (Sept. 23, 1963), III; No. 65 (Dec. 18, 1963), III; A.C.N.D. Docs. ND-71, 83, 87, 380, 387.

opposed to keeping the Canadian portion of it open during the winter as well as the summer.¹²¹

In the summer of 1953, when the U.S. Engineers were building the pipeline, they made inquiries about keeping the road open on a year-round basis, and External Affairs asked that the A.C.N.D. take the matter under consideration. Although there was widespread recognition among Canadian officials that it would be difficult to resist permanently American pressure to have the road kept open, the A.C.N.D. took the view that the Canadian Government should for the time being hold to its oft-stated opposition to the proposal. This was a recurring problem, and the American made repeated and varying requests that the Canadian Government keep the road open while the pipeline was under construction, grant early openings and late closings, keep part or parts of the route open in winter, and maintain at least a degree of usability in winter so that repair work could be done on the pipeline.¹²² For a long time Canadian authorities continued to oppose the idea of a year-round road, in spite of their realization that this might eventually be unavoidable.¹²³

The Haines-Fairbanks pipeline also became a major concern of the A.C.N.D., along with the smaller pipelines in the region which had been left after World War II. The main wartime pipeline, from Norman Wells to Whitehorse, had been disposed of in 1947 and dismantled; but there remained a four-inch pipeline on the right of way of the White Pass and Yukon Railroad from Skagway via Carcross to Whitehorse, a three-inch pipeline from Whitehorse to Fairbanks, and a two-inch pipeline from Carcross to Watson Lake. The Canadian Government had given the U.S. permission to build the Canadian part of the Haines-Fairbanks pipeline in June 1953, and it was evident that this new line would limit or perhaps even end any American need for the old system.

¹²¹ Among the reasons for their opposition were the following: (1) it might put the White Pass and Yukon Railway out of business (2) it might seriously harm the interests of Whitehorse and the southerly part of the Alaska highway area, both of which it would bypass, and (3) it would be costly to maintain, especially in winter, since it followed the valleys, which often became snowbound.

¹²² Minutes A.C.N.D. meetings No. 11 (Sept. 14, 1953), III; No. 15 (Jan. 18, 1954), III; No. 16 (Feb. 15, 1954), I (b); No. 26 (May 16, 1955), IV; No. 28 (Oct. 25, 1955), III; No. 34 (May 23, 1956), IX; No. 36 (Oct. 15, 1956), I (c); No. 58 (Dec. 5, 1960), IV; No. 59 (Feb. 20, 1961), VIII (a); No. 71 (Dec. 18, 1967), V; A.C.N.D. Docs. ND-61, 75, 80, 133, 144, 185, 316, 439.

¹²³ For example, see minutes A.C.N.D. Meeting 59, Art. 34, R. G. Robertson, "Eventually the road would have to be kept open.... Finally the Canadian Government conceded the issue, and in the spring of 1967 the Cabinet agreed that Canada, starting with the 1967-1968 winter season, would assume full responsibility for the winter maintenance of the Canadian part of the Haines Cut-Off Road. The A.C.N.D., which had had the matter under observation throughout, simply "noted" the concession.

The Department of National Defence decided that it had no need either for any part of the old system, and on November 30, 1954, asked the A.C.N.D. to consider the situation and attempt to assess any other Canadian use for the old lines. Under the Canol agreements the system did not automatically become Canadian property, but rather the question of disposition would be settled by agreement between the two governments. The problem was discussed by the A.C.N.D. at its 23rd meeting on February 7, 1955; and the feeling was that the Skagway-Whitehorse pipeline should remain in operation for the benefit of the Yukon, and that in general D.N.A.N.R. should have primary responsibility for recommending Canadian policy on disposition of the remaining components of the Canol system. Embodied in the Haines pipeline agreement was an American commitment to permit use of the "line to Haines Junction and that of the 3" line back to Whitehorse, to supply Canadian civil needs to the extent that military requirements permitted. As the situation developed all interested parties, the American Government, the Canadian Government, and a number of oil concerns, found reasons to doubt the wisdom of dismantling completely all the old facilities; and complicated negotiations continued, both for disposition of the installations no longer needed and for use of those to be maintained.

A meeting of Canadian and American officials on July 19, 1956, reached agreement in principle on disposition of the old lines, the Americans accepting the Canadian wish that the parts of these lines in Canada should be turned over to the Canadian Government, with the proviso that they should be available for American use in case of emergency. According to previous agreements the part of the 4-inch line in Canada would be turned over without compensation, but there would be "fair compensation" for the 3-inch and 2-inch lines. However, Canadian authorities thought they had reason to anticipate that all three would be turned over without compensation. D.N.A.N.R., filling the role suggested by the A.C.N.D., proposed that the Canadian Government should rent out the lines, but retain title. During the next year the American attitude hardened considerably, regarding the questions of compensation, availability and efficiency of the facilities in case of emergency need and various circumstances relating to the takeover. This increased the difficulties of settlement, but the general success of the Haines pipelines caused a modification of the U.S. stand. On April 1, 1958, the U.S. turned over to Canada the Canadian part of the 4-inch (Skagway-Whitehorse) line without compensation, and also indicated willingness to permit Canadian use of the Haines pipeline to the extent possible. Also, having decided that there was no longer any real American need for the other Canol lines, the U.S. sent delegates to Ottawa on October 1, 1958, to discuss arrangements for turning over the 2- and 3-inch lines, with compensation at salvage value agreed upon for the 2-inch line and that for the 3-inch line still to be decided. After considerable time and effort the joint appraisers who had been appointed eventually fixed compensation at a total of slightly over \$600,000 for both lines. On March 14, 1960, the External Affairs representative was able to announce in a

meeting of the A.C.N.D., which had kept the problem under consideration throughout, that the turnover would take place by March 31, 1960.¹²⁴

A subject that came before the A.C.N.D. frequently was the construction and occupancy of posts in the Arctic Islands by the U.S. One such post was the American Loran station at Cape Christian, Baffin Island. The U.S. had requested permission on February 4, 1952, to make a survey for a site, and on April 16, 1953, to build and operate the station. The opinion of the A.C.N.D. having been requested the matter was discussed at Meeting No. 9 on May 11, 1953; and the Committee agreed in principle, although with certain conditions attached, that the U.S. should be permitted to go ahead with the project. Henceforth the A.C.N.D. kept an eye on the station, and periodically reports by the secretary were presented for discussion at the meetings.¹²⁵

Similarly the A.C.N.D. kept under observation the U.S. weather and radio station at Padloping, which the Department of Transport had been unable to take over on schedule in 1949-1950. It was finally transferred from the U.S.A.F. to the R.C.N. in the autumn of 1953.¹²⁶

The continuing presence of the U.S.A.F. at Frobisher Bay turned out to be a rather more awkward problem. After World War II the U.S. gradually withdrew from the air and weather base it had established there during the war, but starting in 1951 there was a return of American personnel to join the remnant which had been left. Canadian permission was sought, and granted for the activities the U.S.A.F. wished to carry on there, but all the same some Canadian authorities feared that the expanding American presence might lead to a situation where R.C.A.F. control of the station would be merely nominal. The question was discussed at meetings of the A.C.N.D. in the spring of 1953, and at the request of External Affairs, again in 1955. A working group of the A.C.N.D. made several recommendations basically requiring continued Canadian control of the station, and at its 28th meeting the A.C.N.D. itself adopted essentially the same view. In January 1956 the U.S. requested through the P.J.B.D. that the U.S.A.F. be granted and assured tenure of twenty years at Frobisher Bay, to help in getting needed funds for construction from Congress.

Canadian authorities who considered the request, including the A.C.N.D., were unwilling to grant assured tenure for such a long time, and made the counter proposal of perhaps ten years, with U.S. construction being confined to blocks of land which would be provided. This suggestion was apparently satisfactory to the

¹²⁴ Minutes A.C.N.D. meetings No. 23 (Feb. 7, 1955), III; No. 30 (Jan. 9, 1956), IV; No. 36 (Oct. 15, 1956), I (b); No. 38 (Dec. 17, 1956), IX; No. 40 (Mar. 4, 1957), III; No. 41 (May 6, 1957), I (c); No. 57 (Mar. 14, 1960), V (d); A.C.N.D. Docs. ND-117, 155, 184, 209, 249, 307.

¹²⁵ Minutes A.C.N.D. meetings No. 9 (May 11, 1953), V; No. 17 (March 22, 1954), III; No. 18 (Apr. 26, 1954), I (d); A.C.N.D. Docs. ND-49, 76, 89, 127, 145, 194.

¹²⁶ Minutes A.C.N.D. meetings No. 8 (Apr. 13, 1953), VI; No. 10 (June 15, 1953), II (b); No. 12 (Oct. 19, 1953), V and Appendix; A.C.N.D. Doc. ND-44.

U.S. Not long afterwards the Department of Transport undertook to get government approval to take over several airports in the North. Frobisher being one of them; and Cabinet approved the transfer of operations at Frobisher Bay from R.C.A.F. to D. of T. on January 10, 1957, the effective date to be September 1, 1957. Problems relating to the transfer required discussion among R.C.A.F., D. of T., and U.S.A.F, with the U.S.A.F. being granted a ten-year tenure under the new authority. The American aspect became less important when the U.S.A.F. withdrew from its S.A.C. base in 1963. Henceforth the A.C.N.D. was preoccupied more specifically with local administrative and development problems at Frobisher Bay.¹²⁷

The early warning lines in the North were a major preoccupation of the A.C.N.D. in the 1950's and early 1960's, even though it had little direct responsibility for them. Preliminary American and Canadian plans for the establishment of warning radar stations in the northern part of the continent were brought to the attention of the A.C.N.D. at its 7th meeting on March 16, 1953, by General Foulkes, the Chief of the General Staff, when he described what was then called "Project Counterchange" and later "Operation Corrode." The project called for the initial establishment of three such stations, two in Alaska and one in Canada; and if they proved successful the U.S. planned to build a complete chain of 35 to 40 stations across the top of the continent. At this stage the project was still under study by American and Canadian experts; and Canada, as usual more cautious and less enthusiastic than the U.S. about such a venture, had so far granted permission for building only the one station on Canadian soil. However, as was so often the case, Canadian authorities gradually accepted the American point of view; and after all plans had been carried out three roughly parallel warning lines had been established across the northern part of the continent. These were the Pine Tree Line (built roughly along the Canadian-American border by the U.S. with some Canadian participation following a 1951 agreement and already almost completed in 1953), the Mid-Canada Line or McGill Fence (built roughly along the 55th parallel by Canada), and the Distant Early Warning or D.E.W. Line (built by the U.S. with some Canadian assistance and running roughly along the arctic coast or 70th parallel from Alaska to Greenland). As stated, the A.C.N.D. had little direct responsibility for the warning lines, but it followed their progress with close attention. They regularly had a prominent place on the agenda for A.C.N.D. meetings, and often were the subject of considerable discussion, aided by detailed briefings from personnel closely associated with them.

At the 21st meeting of the A.C.N.D. on November 8, 1954, Benjamin Rogers of External Affairs suggested the appointment of a special D.E.W. Line commissioner to

¹²⁷ Minutes A.C.N.D. meetings No. 9 (May 11, 1953), III; No. 10 (June 15, 1953), II (c); No. 27 (June 20, 1955), VIII; No. 28 (Oct. 25, 1955), I (c); No. 32 (Mar. 12, 1956), IV; No. 36 (Oct. 15, 1956), IV; No. 38 (Dec. 17, 1956), VII; No. 39 (Jan. 28, 1957), V; No. 64 (Sept. 23, 1963), II; No. 65 (Dec. 18, 1963), II; A.C.N.D. Docs. ND-51, 141, 142, 166, 190, 201, 204, 382, 384.

safeguard Canadian interests, one of the most obvious of these interests being the question of the Eskimos in relation to the project. Not long afterwards Mr. G.Y. Loughhead of the Deputy Minister's staff, D.N.D., was appointed Canadian Coordinator for the D.E.W. Line, and starting with the 24th meeting on March 7, 1955, generally gave the reports and briefings on the lines progress. Reports on the Mid-Canada Line, which was simultaneously under construction, were given by an officer of the R.C.A.F., most often by Group Captain E.C. Poole.

At the 26th A.C.N.D. meeting on May 16, 1955, Loughhead was able to report that Canada and the U.S. had at last completed their formal agreement on construction of the D.E.W. Line, which by this date had of course been under way for some time. The exchange for notes had taken place on May 5. At the 25th meeting on April 12, Loughhead reported an awkward situation which had arisen through the neglect of an American transport company, Alaska Freight Lines, to get permission from the Canadian Government before building a D.E.W. Line winter supply road across the northern part of the Yukon. In spite of this *faux pas* the company was given permission to use the road, but when it continued expanding operations without authorization it was instructed to cease activity on Canadian territory, and it was only after satisfactory adjustment of the matter that it was informed, on February 2, 1956, that it could resume. Late in 1955, following discussion with American officials, a working group of the Transportation Subcommittee of the A.C.N.D. recommended that Canada take over the supply by water of most of the western part of the D.E.W. Line, using the Mackenzie River system so as to avoid the difficult and dangerous route via Bering Strait. The resulting draft memorandum for Cabinet, prepared by the Department of Transport, was approved by the A.C.N.D. at its 30th meeting on January 9, 1956. At the next meeting of the A.C.N.D. on February 6 it was reported that Cabinet had given its approval to the proposal, and at the 34th meeting on May 23, 1956, Mr. Robertson announced that the U.S. had agreed in principle. There was a steady increase in Canadian participation in D.E.W. Line activity, and at the 36th meeting on October 15, 1956, Loughhead reported that within three months 80% of the employees being assigned to the operation of D.E.W. Line stations in Canada would be Canadian.

The D.E.W. Line was placed in operation at the end of July 1957. The Mid-Canada Line began operations at about the same time or a little earlier, regular reports on its progress to the A.C.N.D. having been terminated at the end of January 1957 as the line neared completion. The original D.E.W. Line agreement, stipulating that the U.S. should operate the Line for the first three years after completion under the same conditions that governed the establishment of the system, was extended for another three years in January 1957 to July 31, 1963, and for still another three years in November 1961 to July 31, 1966. After the D.E.W. Line had gone into operation and events concerning it were becoming routine, the A.C.N.D. took less note of it in its meetings, except on occasions when there was evidence of increased Canadian participation or a Canadian takeover. For example, at the 55th meeting on November

9, 1959, Loughhead reported on a planned takeover of D.E.W. Line airstrips by the Department of Transport; and at the 65th meeting on December 18, 1963, Rowley gave details of a plan by the Scientific Research Subcommittee to use six intermediate D.E.W. Line stations, turned over by the U.S. to D.N.D., for scientific purposes.¹²⁸

Associated with the early warning lines was the Ballistic Missile Early Warning System (B.M.E.W.S.), which went into operation in 1960. The two principal North American stations were in Greenland and Alaska, with Canada providing only certain communications and other facilities. Thus, although it was a subject for consideration at meetings in the late 1950's, it was not a matter of special concern to the A.C.N.D., which, as with the early warning lines, was not in a position of direct responsibility in any case.¹²⁹

Another essentially Cold War project in the North was the expansion of certain airfields for use by the U.S.A.F. as refuelling bases. This project was reported to the 44th meeting of the A.C.N.D. on December 2, 1957, by General Foulkes, and, by agreement of the meeting, was made a subject for regular report and discussion thereafter until it was completed. The U.S.A.F. and the R.C.A.F. collaborated in studying the requirements of the project, and the Canadian Government gave the necessary authorization. Initial plans visualized the use of a considerable number of northern sites, but before long it had been decided that four would suffice: Frobisher, Churchill, Cold Lake, and Namao. The project involved the extension and improvement of runways at these bases to accommodate large planes, the provision of fuel storage tanks, and the construction of necessary accompanying facilities including living quarters, warehouses, etc. At the 58th meeting of the A.C.N.D. on December 5, 1960, the R.C.A.F. representative reported that the project had been completed. It was not publicized, for obvious reasons, and the A.C.N.D. had no particular role throughout except that of observer.¹³⁰

¹²⁸ Since the early warning lines were subjects for discussion at practically all the A.C.N.D. meetings while the lines were under construction, it is hardly feasible to list all references in complete detail. However, some of the more important references are as follows: - Minutes A.C.N.D. meetings No. 7 (Mar. 16, 1953), IV; No. 10 (June 15, 1953), III; No. 11 (Sept. 14, 1953), II (f); No. 20 (Oct. 12, 1954), VI; No. 21 (Nov. 8, 1954), II; No. 22 (Dec. 13, 1954), II plus addendum and Doc. T/1; No. 23 (Feb. 7, 1955), I (a) plus Appendix "A"; No. 26 (May 16, 1955), I (a); No. 30 (Jan. 9, 1956), I, II; No. 39 (Jan. 28, 1957), I; No. 41 (May 6, 1957), I (a); No. 50 (Jan. 12, 1959), VIII; No. 53 (June 1, 1959), II; No. 55 (Nov. 9, 1959), I (f); No. 65 (Dec. 18, 1963), V (b); A.C.N.D. Docs. ND-153, 160, 170, 173, 247, 348, 368, 386.

¹²⁹ Minutes A.C.N.D. meetings No. 46 (Mar. 3, 1958), VIII (a); No. 48 (Oct. 20, 1958), I (d); No. 49 (Nov. 24, 1958), I (b); No. 51 (Feb. 23, 1959), I (a); No. 52 (Apr. 20, 1959), I (b).

¹³⁰ Minutes A.C.N.D. meetings No. 44 (Dec. 2, 1957), V (i); No. 45 (Jan. 27, 1958), I (a); No. 47 (May 20, 1958), I (a); No. 55 (Nov. 9, 1959), I (a) and Appendix AA; No. 58 (Dec. 5, 1960), I (a).

There were various matters which were apparently of real or potential importance, but which, for one reason or another, did not become major subjects of consideration in the A.C.N.D. As an example one could cite transpolar air traffic, which, it had been expected, would make some use of the Canadian Arctic Islands as stopping places. Because of the rapid development of planes, however, the islands were soon being passed over completely, except in rare cases of emergency. The subject was brought up occasionally in A.C.N.D. meetings, largely in connection with use of Canadian airspace as various airlines commenced to fly across the Arctic; but it did not become a matter of major importance in discussions of the Committee.¹³¹ Another such subject, surprisingly, was the increasing use of Arctic waters, including Canadian, by foreign submarines. This subject appears to have received little more than passing mention, if one can judge by the minutes of the A.C.N.D. meetings.¹³²

Certain other subjects of this kind, however, became major preoccupations of the A.C.N.D. As time went on these became increasingly related to the developing law of the sea issues and their implications for Arctic waters and seabed, including Canadian. One such issue for Canada was her arctic continental shelf. Continental shelves around the world were attracting increasing attention, especially after the law of the sea conference in 1958 framed the continental shelf convention. The subject seems to have been brought up for the first time in the A.C.N.D. at its 44th meeting on December 2, 1957, oddly enough in connection with a British project to investigate survival and rescue problems and techniques in the north polar region. Discussion of the British project brought up the question of Canada's responsibility in this and other matters; and Chairman Robertson, commenting on the idea that Canada should be more active in polar basin exploration, suggested that one possibility would be "an investigation of the limits and nature of the continental shelf north and west of the Arctic Archipelago." The proposed British expedition did not develop into anything that required further consideration, but the suggestion of an investigation of the continental shelf aroused immediate interest and enthusiasm.

On instructions from the Committee Rowley drafted a brief proposal for such a project, which was considered by the Research and Development Subcommittee on January 17, 1958. The outcome there was inconclusive, but an *ad hoc* committee chaired by Dr. van Steenburgh took a more positive view. Rowley then drafted a memo for Cabinet, to be signed by the Minister of Northern Affairs and National Resources, which proposed first a preliminary investigation in the locality of Isachsen during the 1959 season, and then expansion into a more comprehensive, long-term examination of the continental shelf north and west of the Canadian Arctic Islands. This memo was submitted to Cabinet on April 5, 1958, with the Minister of Mines

¹³¹ Minutes A.C.N.D. meetings No. 20 (Oct. 12, 1954), IV; No. 22 (Dec. 13, 1954), VI (d); No. 23 (Feb. 7, 1955), IX (c); No. 39 (Jan. 28, 1957), VI (d); No. 43 (Oct. 16, 1957), VIII (vi); A.C.N.D. Docs. ND-102, 154.

¹³² Minutes A.C.N.D. meeting No. 58 (Dec. 5, 1960), VIII (c); A.C.N.D. Doc. ND-319.

and Technical Surveys concurring, and received Cabinet approval in principle on May 22. By the latter date, of course, the conference at Geneva had adopted its continental shelf convention, asserting the sovereign right of the coastal state over the adjacent continental shelf for purposes of exploration and exploitation of natural resources.

The project got under way smoothly and efficiently; Dr. E.F. Roots of the Geological Survey was appointed first to coordinate the preliminary phase which began in 1959 and then the main phase which began a year later; and it developed into a large, multidisciplinary effort which continued year after year. The Department of Mines and Technical Surveys was given responsibility for coordination and administration, but a considerable number of other departments and agencies became involved, including D.N.A.N.R., D.O.T., D.N.D., D.R.B., the National Research Council (N.R.C.), and the Fisheries Research Board. Thus the A.C.N.D. to some extent lost its original close connection with the Polar Continental Shelf Project; but it could claim a large share of responsibility and credit for getting the project under way, and maintained a close view of it as it proceeded.¹³³

Besides the rather specific issue of Canada's arctic continental shelf, there was the broader issue of Canadian Arctic waters and Arctic waters in general. There was a growing consciousness among responsible Canadian officials that in all probability it would not be possible to isolate Canadian Arctic waters completely from developments that were taking place in the rest of the world; and they felt with increasing urgency the need to study the situation and prepare to meet whatever eventualities might arise. The A.C.N.D. had a key role in the early stages of this activity, which will only be summarized briefly here, since the subject itself is one more appropriately dealt with elsewhere.

The subject of Canadian sovereignty over Arctic waters was introduced at the 48th meeting of the A.C.N.D. on October 20, 1958, by Chairman Robertson, who had already had some communication with the Department of External Affairs about it. A request had been made that the A.C.N.D. prepare an assessment which could be used as the basis for a statement of Canadian policy, and a draft letter for his signature had been prepared, evidently by Rowley, which requested answers from about a dozen interested departments to a number of key questions. The letter observed that, although Canada's sovereignty over her Arctic land territories was no longer in doubt, the Canadian position regarding sovereignty over Arctic waters had never been clearly formulated and was uncertain. It then took note of several developments which seemed to increase the urgency of clarifying Canada's position, including the recent law of the sea conference, the U.S.S.R. and U.S. drifting stations on floating arctic

¹³³ Minutes A.C.N.D. meetings No. 44 (Dec. 2, 1957), III; No. 45 (Jan. 27, 1958), I (d); No. 46 (Mar. 3, 1958), I (c); No. 47 (May 20, 1958), I (c); No. 48 (Oct. 20, 1958), I (c); No. 53 (June 1, 1959), IV; No. 55 (Nov. 9, 1959), I (c) and Appendix "B"; A.C.N.D. Docs. ND-232, 235, 241, 267, 277.

ice, the advent of nuclear-powered submarine navigation, and the coming conference on Antarctica, the last-mentioned being of potential significance because of the possibility of analogies between Antarctic and Arctic. The letter then asked seven specific questions relating to Canadian assertions of sovereignty over archipelago waters and floating ice, polar basin or sector waters and floating ice, land-fast ice, and ice islands. The questions asked also about the attitudes of other states to such assertions.

Several months elapsed before all responses to the letter were received. but by the 52nd meeting on April 20. 1959. Rowley had a paper ready which summarized and collated the replies. Briefly the collective judgment was that Canada would have little to gain by making claims in polar basin or sector waters beyond the islands, but that on the other hand there would be real advantages if she were to claim the waters within the archipelago. This paper, with some revisions, was approved by the A.C.N.D. at its 53rd meeting on June 1, 1959, and sent to the Cabinet Committee on Territorial Waters. Having received the approval of this body the paper, bearing the date February 1, 1960, was presented to Cabinet by Minister of Northern Affairs and National Resources Alvin Hamilton, with the concurrence of Secretary of State for External Affairs Howard Green. However, there was no immediate or positive response by Cabinet, and Robertson reported to the 58th meeting on December 5, 1960, that a Cabinet decision had been delayed for a number of reasons, one being doubts about the drawing of baselines to enclose archipelago waters. Henceforth there was little discussion specifically on the subject in the A.C.N.D. until the *Manhattan* voyage and other developments in the late 1960's induced a feeling of urgency once again.¹³⁴

A manifestation of the rising interest in Arctic waters was concern about foreign expeditions which wanted to operate in this region, often requiring the use of bases on Canadian territory. An expedition which was being planned by Ralph Plaisted of Duluth, Minnesota, and which was to attempt a journey by skidoo from Ellesmere Island to the North Pole in the spring of 1967, stirred up some discussion in the 68th A.C.N.D. meeting on May 19, 1966, about the responsibility that might fall upon Canada if search and rescue operations became necessary. Graham Rowley, who had already drawn the attention of the Committee to the projected expedition in a memo, was asked to organize a working group from interested departments to study the matter and recommend any measures or regulations that might appear necessary in connection with such enterprises. In the meeting of the working group on June 7 following, reference was made not only to the Plaisted expedition but also to the unsuccessful attempt by a Norwegian dog team and ski expedition under Bjorn Staib to reach the North Pole in early 1964, and to a projected British dog team expedition under W. Herbert to the North Pole in 1967. There was a strong feeling that

¹³⁴ Minutes A.C.N.D. meetings No. 48 (Oct. 20, 1958), ii; No. 52 (Apr. 20, 1959), iii; No. 53 (June 1, 1959), I(b); No. 58 (Dec. 5, 1960), II; A.C.N.D. docs, ND-251, 271, 280, 314.

regulation of such expeditions was necessary, and the meeting drew up a list of rather stiff rules and procedures, which in sum would require that any such expedition obtain a scientists and explorers license, and that certain other conditions be met. It is noticeable that according to the wording of the document the rules would apply only to expeditions mounted from Canadian territory; but on the other hand there was no such limitation respecting the area journeyed into, this being identified only as the "polar basin" in the general or all-inclusive sense.

The recommendations of the working group were accepted by the A.C.N.D. at its 69th meeting on December 12, 1966, with only a few minor amendments. The need to evacuate the Plaisted expedition by air short of its goal, Plaisted's determination to try again the following year, and plans for other such expeditions, caused the matter to be raised again in the A.C.N.D. at its 71st meeting on December 18, 1967. Some amendments to the regulations were then framed by the secretary, accepted in modified form at the 72nd meeting on June 6, 1968, and distributed as A.C.N.D. Document ND-464, accompanying the agenda for the 73rd meeting on December 19, 1968. On this issue the A.C.N.D. appears to have taken a rather hard and decisive attitude.¹³⁵

The question of foreign shipping in the waters of the Canadian archipelago came up at the 71st meeting on December 18, 1967, when Rowley presented a report giving information provided by the Joint Intelligence Bureau to the effect that the Soviet Union was considering opening her Northern Sea Route to foreign vessels. In the ensuing discussion, opinions were expressed that controls over foreign shipping in Canadian Arctic waters were needed, especially in view of the coming large-scale search for oil in the North. The question had become of more immediate concern by the 72nd meeting on June 6, 1968, because of an indication from Soviet sources that they were considering making a bid to participate in the shipping of ore deposits from a site near Coppermine [Kugluktuk], N.W.T., and because of an American suggestion that the U.S. would like to have continuing consultation with Canada on the subject. After hearing a resume by J.S. Nutt of External Affairs on developments, the A.C.N.D. approved the following resolution, basically as an expression of its opinion for the benefit of External Affairs: "That this Committee sees no advantages in permitting Russian icebreakers or commercial vessels to move through Canadian Arctic Territorial waters to Coronation Gulf."

By the time the next meeting was held, on December 19, 1968, the great discovery of oil at Prudhoe Bay had brought another new element into the situation. An "ad hoc" exploratory meeting on arctic transportation problems had been held in Ottawa by Canadian and American representatives on June 11 and 12, 1968, before the significance of the discovery was fully appreciated or publicized; and views had been

¹³⁵ Minutes A.C.N.D. meetings No. 68 (May 19, 1966), VII (a); No. 69 (Dec. 12, 1966), I (a), VIII (e); No. 71 (Dec. 18, 1967), VIII; No. 72 (June 6, 1968), IX; No. 73 (Dec. 19, 1968), II (c); A.C.N.D. Docs. ND-422, 423, 444, 447, 451, 464, 465.

exchanged on a number of matters of American, Canadian and joint concern.¹³⁶ On December 6, L.A.C.O. Hunt, Rowley's successor as secretary, wrote a memo attempting to analyze the situation in the light of the discovery and to make recommendations, particularly with regard to the likely American desire to use the N.W. Passage for the shipping of oil and the sovereignty problems which would thus be posed for the Canadian Government.¹³⁷ He also drew attention to the two papers which had been prepared and presented to Cabinet some years earlier, on Canadian sovereignty over Arctic waters (Feb. 1. 1960) and over the archipelago (June 27. 1960).¹³⁸ At the meeting on December 19 there was a lengthy discussion of the subject, with the chairman (J.A. MacDonald) remarking that the appointment of a special committee by Cabinet had overtaken Hunt's recommendations and made them inappropriate. The consensus of opinion seemed to be that Canada could hardly evade responsibility for providing support services for such future traffic, and as a matter of national interest should take some initiative in the developing situation.

At the next meeting on June 26, 1969, there was a report on the projected voyage of the *Manhattan* later that summer, and External Affairs representative J. A. Beesley informed the meeting that at the Prime Minister's direction studies were under way on the voyage and on the legal position generally with respect to Canadian arctic archipelago waters. It was felt that the *Manhattan* project would not jeopardize Canada's claim, he said, but nevertheless "it was recognized that the project gives clear evidence that it will be necessary for Canada to resolve the dispute over the Arctic waters before regular traffic through the North West Passage becomes a fact."¹³⁹

The events referred to above, and others including huge oil spills such as that from the wreck of the *Torrey Canyon* in 1967, raised pressing issues which occupied most of the A.C.N.D.'s time and attention over the next few years. One of these issues was pollution of Arctic waters. At the 76th meeting on May 11, 1970, there was a detailed discussion of this subject, mainly in connection with the Government's Arctic Waters Pollution Prevention Bill (C-202) which was before Parliament at that time. It was decided that a working group should be appointed to consider the question of the regulations which would be necessary to give effect to the legislation. Beesley emphasized the point that two principal and related problems were involved: the drafting of the regulations and the convening of a conference for discussion of them with other interested states. The sense of the meeting was that such a conference should if possible be delayed until the legislation was passed and the

¹³⁶ ND-463.

¹³⁷ ND-470.

¹³⁸ ND-314. Nov. 8. 1960. reissued as ND-469. Dec. 10. 1968.

¹³⁹ Minutes A.C.N.D. meetings No. 71 (Dec. 18. 1967). VI; No. 72 (June 6. 1968). XI (b); No. 73 (Dec. 19, 1968), 1; No. 74 (June 26, 1969), VI (c) and Addendum; A.C.N.D. Docs ND-440, 463. 469. 470.

regulations framed. This feeling was underlined and stated in stronger and more definite terms during a lengthy discussion at the next meeting only two weeks later on May 25, 1970. At the 78th meeting on June 23, 1970, the chairman of the working group, J.K. Naysmith of Indian Affairs and Northern Development [D.I.A.N.D.], reported his expectation that a draft of the regulations would be ready by July 15, and Leonard Legault of External Affairs informed the meeting that the international conference was tentatively scheduled for October, in Ottawa. However, at the 79th meeting on July 31, 1970, Dr. R.J. Uffen of the Privy Council Office stated that Cabinet had decided to postpone the conference and that it would probably be preceded by a scientific and technical conference. A draft of the regulations as framed by the working group was examined and certain changes suggested, and five recommendations by the working group were also examined. These recommendations, as amended, were explained in detail and approved (with certain reservations) at the 83rd meeting on May 6, 1971.¹⁴⁰

The conference which was talked about at the 76th meeting turned out to be difficult to arrange. In the early stages planning for it had a high priority, although the original concept was changed when, at the 77th meeting on May 25, 1970, the Committee leaned to the idea that there should be a separate conference to deal with scientific questions, leaving the conference originally visualized to deal with pollution and navigation standards. Dr. Uffen's announcement at the 79th meeting on July 31, 1970 that Cabinet had decided to postpone the pollution and navigation conference indicated that organizational problems were being taken into account. Nevertheless it was decided that the task force which had been set up at the 78th meeting should remain in being and should concern itself with both conferences. Government officials maintained the view that the pollution and navigation conference should not only be kept separate from the proposed science and technology conference, but that it should be confined to the subjects identified in its title (i.e., pollution and navigation), without getting involved in legal and jurisdictional questions. These points were underlined frequently in the A.C.N.D. meetings at this time and in the documents and correspondence which accompanied the minutes. The science and

¹⁴⁰ Minutes A.C.N.D. meetings No. 76. draft only (May 11. 1970), I-II; No. 77 (May 25, 1970), I; No. 78 (June 23, 1970), II-III; No. 79 (July 31. 1970), I-III; No. 83 (May 6. 1971), IV; A.C.N.D. Docs. ND-483, -502. It is noticeable, and regrettable, that the minutes and documents of the A.C.N.D. at this stage were not looked after with the competence and care that characterized the handling of them when they were the responsibility of Rowley and his predecessors. Regarding the minutes in particular, this induces at times a feeling that they do not accurately represent the proceedings of the meetings. The minutes of Meeting No. 76 on May 11, 1970, for example, were put together in extremely haphazard, incomplete fashion, with cross-outs and corrections throughout, and a handwritten note on Page 1 says simply: "Minutes not printed." Regarding the proposed arctic conference(s), see E. A. File 35-1-ACND-COORD, *Economic Affairs-Policy and Plans-Advisory Committee on Northern Development (ACND)-Coordinating Sub-Committee*, A. E. Ritchie. U.S.S.E.A. to Minister (Apr. 22, 1970).

technology conference was originally scheduled, with Cabinet approval, to be held in Calgary in April 1971; but at its 81st meeting the A.C.N.D. agreed to recommend to Cabinet that it be postponed to the fall of that year. Efforts to set a date for the pollution and navigation conference were evidently being frustrated in similar fashion.¹⁴¹

The plans for the framing of necessary regulations regarding pollution and navigation in Arctic waters, and for an international conference in this connection, inevitably brought up the question of a treaty. At the 76th meeting of the A.C.N.D., Beesley mentioned that the U.S. had already suggested drafting such a treaty, but the Canadian response had been that this was premature. In view of the apparent American eagerness for a treaty, however, the A.C.N.D. agreed at its next meeting that Canadian officials should quietly begin drafting one -- partly as a response to an expected American draft. Discussions between Canadian and American representatives soon brought out a fundamental difference in view: the Americans visualizing the creation of some international authority with regulatory power, and the Canadian resisting this concept in favor of comprehensive international regulations to be applied individually by Arctic states, with any international body limited to an administrative and/or advisory role. This fundamental difference was clearly evident in Canadian and American preliminary drafts of the proposed treaty. There were other differences, and although further discussions brought about some accommodation of conflicting views, it was apparent that it would be difficult to reach a satisfactory measure of agreement. This situation was explained by Leonard Legault of External Affairs to the 80th meeting of the A.C.N.D. on October 21, 1970, and the American draft was gone over clause by clause. The Committee discussed the treaty again at its 81st meeting on November 26, 1970, and a broadly-based working group was appointed to redraft it. At the 83rd meeting on May 6, 1971, Beesley noted that a Canadian draft had been presented to the State Department: but otherwise there was apparently little progress to report. Beesley observed also that it was still possible to have a treaty without a conference, the remark doubtless referring to the fact that the two Arctic conferences seemed also to be in limbo.¹⁴²

Beginning in 1969, an attempt was made to restructure and revitalize the A.C.N.D. In a letter to members of the A.C.N.D. on June 9, 1969, Deputy Minister J.A. MacDonald proposed the establishment of a coordinating committee, and this newly

¹⁴¹ Minutes A.C.N.D. meetings No. 76 (May 11, 1970), II; No. 77 (May 25, 1970); No. 78 (June 23, 1970), II; No. 79 (July 31, 1970), I; No. 80 (Oct. 21, 1970), II-III; No. 81 (Nov. 26, 1970), 11; No. 83 (May 6, 1971), II; No. 84 (Oct. 1971), IV; A.C.N.D. Docs. ND-486 and ND-495.

¹⁴² Minutes A.C.N.D. meetings No. 76 (May 11, 1970), II; No. 77 (May 25, 1970); No. 78 (June 23, 1970); No. 79 (July 31, 1970), 11; No. 80 (Oct. 21, 1970), II; No. 81 (Nov. 26, 1970), I; No. 83 (May 6, 1971), III; A.C.N.D. Doc. ND-493.

organized body met for the first time on January 19, 1970. Acting on the assumption that the northern territories were by this time at a “developmental threshold,” the Northern Economic Development Branch of I.A.N.D. put out in November 1969 a large, comprehensive draft paper entitled *A Strategy for Northern Development*, outlining plans which aimed *inter alia* “to inject a greater degree of rational, co-ordinated planning into northern economic development” and “to find a strategy for the economic development of the North.”¹⁴³ Efforts to promote the desired development went hand in hand with, and were closely related to, those to reorganize and revive the A.C.N.D. From the start there was uncertainty, and also disagreement, as to the role or function, the seniority, and even the title of the new coordinating body. Evidently it was originally intended to act as an executive as well as a coordinating arm for the A.C.N.D., and at the start it was actually labelled the “Executive Coordinating Committee,” but before long the word “Executive” was dropped. It was sometimes referred to as the “Coordinating Committee,” suggesting that it was of stature comparable to that of the A.C.N.D. itself, and sometimes as “Coordinating Subcommittee” suggesting that it was a subcommittee like the others. This ambiguity was not easy to resolve, either in terminology or in practice.

Three meetings of the Coordinating Subcommittee were held between the date of its establishment and April 9, 1970, following which a memo was written by its chairman, A.D. Hunt, Acting Associate Deputy Minister, D.I.A.N.D., to the A.C.N.D. recommending terms of reference for the subcommittee which the members themselves had devised. These proposed terms of reference were discussed at the 76th meeting of the A.C.N.D. on May 11, 1970, and provoked considerable disagreement, with objections being raised that they gave the Coordinating Subcommittee too much authority. Nevertheless augmentation of the role of the Coordinating Subcommittee continued. At the same time attempts were being made to revive or revitalize previously existing subcommittees, and the Transportation, Construction, Scientific Research or Science and Technology, and Communications Subcommittees have already been mentioned in this connection. At the 84th meeting of the A.C.N.D. on October 7, 1971, it was agreed that a steering committee, or steering group, should be established within the main committee, to refer subjects to the appropriate subcommittees and report back to the main committee, and to concentrate on priorities in development. At the same meeting there was discussion of a general reorganization of the A.C.N.D., its subcommittees, and its secretariat, in line with what had already been begun; and mention was made of a paper on the subject by the Secretariat, which was anticipated for the next meeting. However, as events turned out, the A.C.N.D. itself (i.e. the parent committee) held no more meetings after the 84th, and such activity as took place was carried on by the other

¹⁴³ Department of Indian Affairs and Northern Development, Northern Economic Development Branch, *A Strategy for Northern Development*, discussion draft (Nov. 28, 1969). It was distributed to A.C.N.D. members as A.C.N.D. Doc. ND-481.

units of the organization, principally the various subcommittees and the Secretariat.¹⁴⁴

E. Concluding Remarks

This overview gives the impression of an organization that suffered repeated ups and downs during its existence and had, on the whole, a decidedly checkered career. This was in fact the case, but one important qualification is necessary. During its heyday, which actually lasted for a significant number of years, the A.C.N.D. was a stable and active organization, with much concrete achievement to its credit. It would hardly be exaggerating to say that it was the unit in government which had the most fundamental role in, and the most direct responsibility for, policy and development in the North. Also, it assumed a large share of the responsibility for maintaining surveillance over all matters relating to sovereignty. The period of its final decline and demise is only briefly summarized in this conclusion.

During the approximately 25 years under consideration (roughly 1947-1972), the A.C.N.D. went through several fairly distinct phases, as follows.

1. (1947-1949). Initial phase; organization in atmosphere of considerable enthusiasm and optimism.
2. (1949-1953). First period of decline.
3. (1953-c.1963). First reconstitution and revival, followed by period of greatest utility and prestige.
4. (c.1963-1969). Second period of decline, gradually increasing stagnation and lessening utility.
5. (1969-c.1972). Second attempt at reconstitution and revival.
6. (c.1972-). Gradual decline, accompanied by increasing frustration, confusion, and virtual disappearance of parent committee as a functioning body.

In concept and as created the A.C.N.D. was a very senior body, with a very senior role to fill. It functioned thus during its best years from 1953 to approximately the mid-1960's. It had a direct line to Cabinet through its chairman and the minister of his department; it was consulted extensively by Cabinet about practically anything and everything respecting the North; it maintained an all-inclusive and all-pervading view of the North, its problems, and issues relating to it; and as a general rule its

¹⁴⁴ Minutes A.C.N.D. meetings No. 75 (Jan. 9, 1970), I; No. 76 (May 11, 1970), III; No. 78 (June 23, 1970), I; No. 80 (Oct. 21, 1970), I; No. 81 (Nov. 26, 1970), III, IV; No. 83 (May 6, 1971), I, V; No. 84 (Oct. 7, 1971), II, IV; A.C.N.D. Docs. ND-485, 486, 488, 494, 512; also misc. documents including minutes and documents of Coordinating Subcommittee, especially minutes of meeting No. 1 (Jan. 19, 1970); Docs. XND-1, 4, 11, 13.

recommendations and advice were accepted as authoritative and became official government policy. What then accounts for its decline?

It seems evident that one factor of importance in the A.C.N.D.'s role throughout, and in its eventual decline, was the influence of Cabinet, and particularly of those ministers most directly concerned. During the early years of the A.C.N.D. these ministers generally took a greater interest in it than did those who came upon the scene later on. Prominent among the early ministers who exerted an active and dynamic influence were Robert Winters, Jean Lesage, and Alvin Hamilton.

What has just been said of the ministers applies in probably even greater measure to the deputy ministers. During the years of achievement it was the deputy ministers of the key department—Mines and Resources and its successors—who more than any others made the A.C.N.D. function. The main figures here were Keenleyside (at least for a time) Young, and Robertson. The same interest and leadership were not so evident among their successors.

The same is also true of the secretaries. The early secretaries—Bean, Chipman, Newsome, Beveridge, and particularly Rowley—looked after minutes, documents, and other A.C.N.D. materials with competence and meticulous care. It is distasteful to have to record that under L.A.C.O. Hunt the work of the Secretariat took a nosedive, but a look through these documents would suffice to convince anyone that this was true.

No doubt there were many reasons for the decline of the A.C.N.D., but one other seems to stand out. Ironically enough, this is to be associated with the attempt to revive the A.C.N.D. in 1969 and afterwards, an attempt which was, as events turned out, considerably less successful than the revival of 1953. On the earlier occasion Maj. Gen. Young had put his finger on the great need in the revival then taking place, when he wrote, with regard specifically to the subcommittees:

The weakness of the foregoing committees centres chiefly on the fact that the members are too junior to consider and establish policies... as many of the difficulties in general coordination relate to matters of policy, it is felt that the chairmen should be members of the main committee and the members of the sub-committees senior officials.¹⁴⁵

This meant, obviously, that the parent committee would have to be correspondingly senior in status, above the subcommittees.

As conceived in 1947, and particularly as revived in 1953, the A.C.N.D. was an organization with real "clout," composed of deputy ministers and their equivalents, responsible through the chairman directly to Cabinet, and with the subcommittees, also composed of senior officials, clearly and directly responsible to the parent committee. This basic structure was sound in concept and in fact, and therefore the

¹⁴⁵ A.C.N.D. Doc. ND-37, Art. 3.

A.C.N.D. had a chance to work, or, if it turned out to be less than fully satisfactory in some respects, the fault was not attributable to deficiencies in organization.

The flaw in the attempted revival of 1969 and afterwards was that it was handled at a level too junior to assure success. Initiative did not come from top level; there was from the start much doubt and disagreement, about structure, objectives, etc.; the organization took on a less senior aspect; and, regardless of intentions, it lost both its cohesiveness and its authority. The interjection of an ill-defined and suspected body such as the Coordinating (Sub) Committee more or less between the other subcommittees and the parent committee, leaving all of them uncertain of their status and function, was, as events developed, a major miscalculation and a major disaster. It fostered resentment, suspicion, and declining cooperation on the part of the other subcommittees, and also on the part of departments other than I.A.N.D. The virtual disappearance of the parent committee as a functioning body heightened the difficulties. The members of the Coordinating (Sub) Committee were not of sufficiently senior status to give this body the "clout" that Maj. Gen. Young had considered so necessary, and, not surprisingly, it was unable genuinely to take the place of the parent committee.

The Coordinating (Sub) Committee was probably a basic error in concept—the job of coordination was one of the two principal responsibilities assigned to the parent committee itself. For the senior committee to pass this responsibility on to, or let it be assumed by, a junior body, while at the same time virtually ceasing its own activity, could hardly lead to other than unsatisfactory results. This is not to say that a well-defined and well-organized coordinating subcommittee, functioning in cooperation with the other subcommittees and like them clearly responsible to a parent committee which continued to discharge its own responsibilities, might not have worked. However this was not the case, certainly not in fact, whether or not it was in design.

Evidently those who undertook the reorganization in 1969-1970 were under the impression that they were injecting life into an organization which had been essentially a failure, and no doubt they were sincere in their belief. Their attitude towards the organization they had come to rescue is apparent in the caustic remarks about its past performance which dot the pages of the A.C.N.D. records at this time. For example, Secretary L.A.C.O. Hunt wrote on September 28, 1971, that "the achievements of the A.C.N.D. in matters of co-ordination have fallen short of the original hope when the Committee was first established." He attributed this to, among other things, "the absence of clearly defined national objectives for northern development and the absence of other clearly defined national objectives."¹⁴⁶ To correct matters, the revitalized A.C.N.D. would be taking on quite a load. One feels obliged to observe that there was nothing new about attempts to define such objectives; this has been an ever-continuing, or ever-recurring, and also a never-full-rewarded, search.

¹⁴⁶ A.C.N.D. Doc. ND-512 (Sept. 28, 1971).

A comment on the A.C.N.D. at the first meeting of the Co-ordinating (Sub)Committee by A.D. Hunt (Chairman) is recorded in the minutes as follows:

That the Committee had provided an effective forum of discussion over the years on many matters of major concern was indisputable, but in other ways it had fallen short in its mandate.... the idea of the Co-ordinating Committee, already approved by the members of the main Advisory Committee on Northern Development seems to be the best means of achieving the objectives set by the Government for northern development.¹⁴⁷

Disparagement of the old structure and its performance is as evident here as is optimism about the proposed restructured setup. However, as the documents of both this committee and the parent committee show, these feelings were not fully shared by some of the other members; and their distrust and, in some respects, disapproval of the new body come through loud and clear. For example, at the same meeting Mr. G. Taylor of the Department of Finance remarked that a committee with terms of reference such as those suggested "would render the main committee of the A.C.N.D. redundant."¹⁴⁸ The draft minutes of the 76th meeting of the A.C.N.D. record that Dr. R.J. Uffen of the Privy Council Office "mentioned the possibility of the A.C.N.D. not meeting often enough could give the Co-ordinating Sub-Committee of the A.C.N.D. over a period of time too much authority on policy matters," and that Lt. Gen. M.R. Dare of D.N.D. "said that too much authority had been delegated to the Sub-committee for the level of the Sub-committee."¹⁴⁹

A cautious judgment would appear to be that during its best years, at least, the A.C.N.D. filled a real need, perhaps imperfectly, but still with credit. Unfortunately its utility was not maintained. Is its decline in recent years attributable only to faulty handling, negligence, and disinclination to make use of it, or has there also been a gradual disappearance of any real need for it? This is the question that needs to be answered. If the former alone, the logical answer would appear to be another reconstitution, undertaken at top level and with the requisite determination to make it purposeful and lasting. If the latter also applies, then perhaps its existence should be terminated.

Looking at the basic factors in the situation, it does not appear that a strong, active advisory body on northern policy and development is any less feasible for the present and foreseeable future than it was in 1948, or 1953 or at any time since. It is necessary to underline, however, that any major reconstitution and revival would have to come from the topmost level of government. This sort of interest has been lacking in recent years, when likely all that was needed was a firm request from the most senior authority that the I.A.N.D. go to work on some important matter or

¹⁴⁷ Minutes of Co-ordinating (Sub) Committee meeting No. 1 (Jan. 19, 1970), I.

¹⁴⁸ Minutes of Co-ordinating (Sub) Committee meeting No. 1 (Jan. 19, 1970), p. 4.

¹⁴⁹ Draft minutes A.C.N.D. meeting No. 76 (May 11, 1970), III.

matters and try to provide comprehensive answers without undue delay. At any time a clear directive of this kind from Cabinet would have restored the A.C.N.D. to life literally overnight, and the same is true today.

One thing is practically certain—if the A.C.N.D. were permitted to die, or if it were decreed out of existence, not much time would elapse before enthusiastic bureaucrats, or politicians, or both, would be beating the drums for the urgent creation of just such a body, quite likely without any great awareness of the record of its predecessor. In such matters, often, there is much to be said for continuity, even though there are lows as well as highs.¹⁵⁰

¹⁵⁰ For purposes of comparison, see comments on the A.C.N.D. in Franklyn Griffiths, *A Northern Foreign Policy*, Canadian Institute of International Affairs, Wellesley Papers 7/1979, p. 76 ff. Smith noted that “These concluding remarks have been written with some hesitation, because I have had no direct association with the A.C.N.D. throughout its existence, and have had to put together this chapter essentially from study of the available documents and records, as well from consultation with numerous individuals who have been closer to the scene than I have. However, I have to say that I have found virtual unanimity among those consulted on the principle points I have made here.”

ACND Minutes of Meetings

1. Minutes of the First Meeting of the Advisory Committee on Northern Development Held on Monday, February 2nd, 1948 in Room 123, East Block.

Present:

Dr. H.L. Keenleyside, Deputy Minister of Mines and Resources (Chairman).

Mr. C.P. Edwards, Deputy Minister of Transport

Mr. L.B. Pearson, Under-Secretary of State for External Affairs.

Mr. A.D.P. Heeney, Secretary to the Cabinet.

Lieutenant-General Foulkes, Chief of the General Staff.

Air Marshal Curtis, Chief of the Air Staff.

Also Present:

Mr. E.P. Murphy, Deputy Minister of Public Works.

Vice – Admiral Grant, Chief of the Naval Staff.

Mr. M.C. Crosbie, department of Mines and Resources.

Terms of Reference – Future Procedures

1. The Chairman described the purpose for which the Committee had been formed and drew attention to the terms of reference, which permitted consideration of any aspect of northern development. It was hoped, accordingly, that overall co-ordination and some comprehensive programme of northern development could be worked out. The defence aspect was important, in particular the relationships with the United States involved. It was apparent that developments in this sphere would be mostly of a joint character and every effort should be made to provide for the maximum possible Canadian effort, particularly in respect of operating personnel. Only in this way could Canada retain control and a reasonable degree of independence.

In regard to Committee procedures, it was suggested that it would not be necessary to hold many meetings so long as adequate documentation on the various subjects was available in working groups where required. Since the Committee would be advising on overall policy rather than on matters of detail, it would be desirable for the principals to attend meetings themselves rather than send representatives. This would save time in arriving at

decisions. It was hoped also that those officials named to attend only for items in their particular field of interest would be able to come at those times and this materially assist the work of the Committee. In this connection the attendance of the Chief of the Naval Staff and the Deputy Minister of Public Works at this first meeting was appreciated.

(Memorandum of 28th January, 1948, from the Secretary)

2. Mr. Heeney stated that he was in agreement with the views expressed by the Chairman and would like to stress also the importance of the work to be done by the Secretariat. It was his hope that a number of matters might be settled by telephone between the Secretary and various members of the Committee and that the Secretariat might act generally as a clearing house for information.

3. The Committee noted with approval the procedures proposed.

Co-ordination of Northern Construction Programmes

4. The Chairman reported that, in the course of an inspection tour he had made of various points in the Mackenzie River Valley during the past summer, he had been impressed by the lack co-ordination in the activities of various government departments. At certain isolated locations, there were as many as five government departments operating quite separately and independently, showing little tendency to consult each other, even on matters that should be of common interest. As a result, in many cases each department had its own building programme and provided its own services, including separate heating and lighting plants. Substantial savings and greatly increased efficiency could presumably be effected by consolidating building programmes and services and by providing central, joint administration buildings at some points. He suggested that consideration be given to the possibility of construction programmes being co-ordinated by one central authority, perhaps the Department of Public Works.

5. Mr. Heeney observed that he had found the same conditions in the area in 1942, and at that time had suggested that a joint headquarters be established at Norman Wells to include the government departments concerned. As far as he knew, however, no action had been taken on this recommendation.

6. Mr. Murphy stated that, in his views, where the development was sufficiently large and permanent, such as at Yellowknife, there was a requirement for the construction of a permanent-type central government

building and for the provision of common services. Insofar as co-ordination in the whole Mackenzie area was concerned, his department had set up a district office in Edmonton with a sub-office during the summer months in Yellowknife. It usually proved difficult to co-ordinate building programmes, however, because the time element was so important in the northern latitudes and the construction requirements of any particular department always seemed to be of a very urgent character. In regard to centralized power plants, through these might in many cases be desirable, it was sometimes not possible to obtain the larger power units required.

7. The Committee agreed, after further discussion:

(a) that the Department of Public Works be requested to conduct a survey of government building and associated services in the Mackenzie River area with a view to:

- (i) providing a comprehensive report on these installations; and
- (ii) making recommendations for consolidation where it appeared desirable; and

(b) that all departments concerned be asked to submit future northern construction programmes (including associated services) to the Department of Public Works for review, these to be forwarded in the first instance to the Secretary, who would provide for their onward transmission to Public Works; it being understood that the first of such programmes to be submitted would cover the 1948 period and that all subsequent projects would be submitted as they arose.

Co-ordination and Provision of Transportation Requirements

8. The Chairman outlined the problem involved in providing adequate transportation facilities in the north. In general, what was required was a study of the long-term problem by a qualified group, including representatives of the interested departments. This group could function as a sub-committee and should spend sufficient time to conclude a comprehensive investigation into the problem. It was suggested that this sub-committee might include representatives from the Department of Transport, the Northwest Territories Council, the Navy, Army and Air Force, and the Royal Canadian Mounted Police. Additionally, Mr. Bennett of the Northern Transportation Company would make a useful member of the Committee and representatives of other departments and outside agencies, such as Hudson's Bay Company, could be called in for consultation as required.

There was, however, an immediate transportation problem, in which the Departments of Mines and Resources and Health and Welfare were primarily interested. This problem arose in the Mackenzie River area and was in respect of air transport. The procedure used in the past to provide air transport in this area (namely, to engage commercial aircraft by special charter) had proved both expensive and inadequate. The Departments of Mines and Resources had spent over \$100,000.00 in the past year and some other departments had spent as much or more. It was felt that provision should be made for this air transport to be provided by a government agency on a permanent basis. It would then be available to any department of government as required.

It was proposed, therefore, that two aircraft be operated under contract by the Northern Transportation Company for this purpose. One of the two aircraft required was already in operation, based at Fort Smith by only used about one-third of the time. The unused time this available could be utilized by the departments concerned and it was proposed, if necessary, to purchase a second aircraft and base it at Aklavik. Both these aircraft would then come under the control of the District Administrator appointed by the Northwest Territories Council at each of these places. These officers would issue priorities for the use of the aircraft by interested government departments and agencies.

It would be necessary, of course, to arrange, in consultation with the Air Transport Board, that the employment of these aircraft did not infringe in any way on the commercial rights of private airline operators. In addition to providing constant availability as required, this arrangement would serve other special flights in the area.

(Memorandum of 29th January, 1948, from the Deputy Minister of Mines and Resources)

9. Mr. Pearson asked if it would not be possible for all air services of this nature to be provided by the Air Force.

10. The Chief of the Air Staff stated that, though the necessary equipment could be purchased if the funds were provided, the Air Force was at present unable to provide the additional personnel needed. In regard to the overall study of the transportation problem by a sub-committee, it would be useful if this committee could initially report on the transportation requirements for the current year and methods of meeting them. Involved were supplies for the low frequently Loran stations at Cambridge Bay, Kittigazuit and

Sawmill Bay, supplies and equipment for the support and development of Arctic weather stations and air strips, including those already established, and the two new stations to be set up. Water transport should be used as much as possible, particularly for the Loran stations, as air supply was costly. This report would be required within six weeks.

11. Mr. Edwards pointed out that United States ships, aircraft and labour had been utilized in establishing the Arctic weather stations set up in 1947. The two new stations contemplated for 1948 could be established and serviced only by air. Was it the intention that the Canada –U.A. joint effort should be on the same buildings and permanent installations?

12. The Chief of the General Staff observed that this division of effort had already been approved by the government and that there appeared to be no practicable alternatives for the current year at least.

13. The Committee:

(a) noted with approval the arrangements proposed by the Chairman to provide early additional air transport facilities in the Mackenzie River area; and

(b) agreed that a sub-committee be formed to study the overall transportation problems in the north; the report from this committee to be in the parts:-

(i) a report on the transportation requirements, including air and water transportation (the air transport being additional to that recommended in (a) above) for the current year, particularly as required for the supply of low frequency Loran stations, Arctic weather stations and air strips; this report to be made available within six weeks and to include recommendations or action to be taken; and

(ii) a comprehensive review of the long-range transportation requirements in the north, to include recommendations as to the way in which these might be met; and

(c) agreed that the composition of the sub-committee be as proposed by the Chairman, the Secretary to be advised of the names of the persons nominated as soon as possible.

Review of Northern Projects Underway or Contemplated

14. The Chairman observed that two explanatory memoranda in this regard had already been circulated; one by the Secretary, the other a review of United States military activities in Canada prepared by the Chief of the Geographical Bureau, Department of Mines and Resources. In his view, both of these papers were very useful but it would also have been of value to include a statement on the normal activities of the various Government departments principally concerned.

Dr. Keenleyside, continuing, asked if, arising from these reports, any fields for studying or particular activities suggested themselves. He had in mind subjects such as wild-life conservation, studies of native populations, etc. In particular, it would be useful if departments such as the Department of Transport could give consideration to the suitability for employment of native peoples inhabiting these northern areas.

(Memorandum of 28th January, 1948, re “Northern and Arctic Projects”, from the Secretary – Memorandum of 22nd December 1947, re “U.S. Military Activities in Canada”, prepared by the Chief of the Geographical Bureau, Departments of Mines and Resources)

15. Mr. Heeney stated that he had read the memorandum on U.S. military activities with considerable interest and had found it stimulating and useful. He had, however received the general impression from the memorandum that the United States authorities were consciously attempting to carry on activities in Canada without seeking proper authority or fully informing the Canadian Government. This was a view which might be held by others but his experiences would indicate that there was no underlying design of this sort in the United States; rather the condition arose from lack of co-ordination in Canada and failure of departments to keep other interested departments fully informed both in Ottawa and Washington. To his mind, therefore, the memorandum as a whole pointed to the necessity for fuller co-ordination in Canada and was a conclusive argument in support of the requirement for the present Committee.

Additionally, however, he had noted a few inaccuracies in the report. For instance the weather station at Goose Bay was not entirely U.S. operated. It was primarily a Canadian weather station, for which U.S. Services supplied the Rawinsonde observations. Further, the construction of air strips at the Arctic weather stations was not purely the result of the U.S. policy but had been agreed jointly and made known to the governments when the present

weather station programme was approved by Cabinet in January 1947. Similarly other details of the programme were agreed jointly. Also "Operation Nanook" (Task Force 68) had been authorized by the government.

The memorandum gave the impression too that the construction of airfields at Frobisher Bay, Fort Chimo and Mingan, and their present operation by the United States, had not been authorized by and known to the government. This was certainly not the case as the airfields had been constructed with full Canadian authority and paid for by Canada. Their present operation by the United States was known to the government.

Perhaps a greater effort should have been made to get full information on the details of Operation "Nanook" & possibly some of the undertakings indirectly connected therewith, such as the scientific investigations on the part of U.S. personnel, were objectionable. The problem here, however, seemed to have arisen mainly because full exchange of information between the Services and the Departments of Mines and Resources was lacking.

17.¹⁵¹ Mr. Pearson stated that he had been shocked by the report and felt that, if true, it should go forward to the responsible U.S. authorities by way of the Permanent Joint Board on Defence. Since, however, there appeared to be some inaccuracies, it was suggested that all interested departments study the report and forward any comments with regard to its accuracy or otherwise to the Secretary. These comments could then be consolidated and the report revised accordingly. At that time, it might again be studied by the Committee, and if not substantially modified, should go forward to Permanent Joint Board on Defence.

In his opinion, there was no intention on the part of the United States to conduct these activities in any clandestine fashion; rather these problems arose from lack of co-ordination both in the United States and in Canada. It was apparent, therefore, that greater co-ordination in both countries should be encouraged. Certainly, also, the Canadian effort in the north should be on as large a scale as practicable in order to minimize dependence on U.S. assistance.

18. The Chief of the General Staff suggested that, pending its review, circulation of the memorandum in question be carefully restricted, and in

¹⁵¹ Editors' note. The original does not contain a paragraph numbered "16."

particular every precaution be taken to ensure that it was not seen by any U.S. officers or officials.

19. Mr. Heeney observed that the memorandum did indicate that consideration should be given to the basis on which the aerodromes at Frobisher Bay, Fort Chimo and Mingan might be taken over and operated by Canadian personnel. This was presumably a problem for the Department of Transport and the Air Force considered jointly.

20. The Chairman stated that he was sure that Dr. Trevor Lloyd had not intended that his memorandum should constitute an attack on U.S. activities in Canada. It had been prepared merely as a factual report and other departments, including External Affairs and National Defence, had been consulted to ensure accuracy. The report was therefore as accurate as it had been possible to make it at the time; though developments since that date might have altered the situation in certain respects. It would be most helpful, in any case, to have it carefully reviewed by the interested departments. In general the report did indicate the necessity for increased Canadian Participation in these joint projects.

21. The Committee agreed, after further discussion:

- (a) that the memorandum on United States Military Activities in Canada be examined by each member of the Committee, any comments or proposals for revision thereof to be forwarded to the Secretary as soon as possible; and
- (b) that the memorandum, in the light of the comments made, be reviewed by the Committee and at that time consideration be given to forwarding it to General McNaughton for tabling at the next meeting of the Permanent Joint Board.

Secretary.

2. Minutes of the Second Meeting of the Advisory Committee on Northern Development, Held in Room 123, East Block, at 3.P.M., June 1st, 1948

Present:

Dr. H.L. Keenleyside, Deputy Minister of Mines and Resources (Chairman).
L.B. Pearson, Esq., Under-Secretary of State for External Affairs.
J.C. Lessard, Esq., Deputy Minister of Transport.
Air Vice-Marshal A.T. Cowley, Acting Deputy Minister of Transport for Air Services.
A.D.P. Heeney, Esq., Secretary to the Cabinet.
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence.
Air Marshal W.A. Curtis, Chief of the Air Staff.
Major-General C.C. Mann, Acting Chief of the General Staff

Also Present:

Vice –Admiral H.T.W. Grant, Chief of the Naval Staff.
Dr. O.M. Solandt, Chairman, Defence Research Board.
Superintendent D.C. Martin, Royal Canadian Mounted Police.

Group Captain W.W. Bean, Privy Council Office – Secretary
W.P. Chipman, Esq., Privy Council Office – Assistant Secretary.

Report on Transportation Sub-Committee

1. The Committee had for consideration the report of the Transportation Sub-Committee outlining arrangements made for transportation of essential personnel and supplies to northern posts during the summer of 1948. In general, the requirements of all departments concerned had been co-ordinated and satisfactory arrangements made, though some difficulty had been experienced in the case of the Air Force requirements for Cambridge Bay. However, a contract had now been let for this operation. The next step in the work of the Sub-Committee would be to forecast the long-range requirements of all departments concerned, and based on these estimates, to make recommendations as to the manner in which they might be met. It was anticipated that the report on this aspect would be available in September, 1948.

(Report on "Transportation Requirements for 1948" from Transportation Sub-Committee – Memorandum of 17th March from the Secretary)

2. The Chairman reported on arrangements made to provide additional air transport facilities in the Mackenzie River area. These arrangements had not been the responsibility of the Transportation Sub-Committee but had been concluded by the Departments of Health and Welfare and other interested branches of the Government. When this had been discussed at the first meeting of the Committee, it has been anticipated that the aircraft to be based at Fort Smith and Aklavik would be provided and operated by the Northern Transportation Company. It had proven impossible, however, to make suitable arrangements with the Northern Transportation Company. Arrangements had, therefore, been made with private operators for the establishment of a Noresman or a Beaver aircraft at Fort Smith immediately and for the provision of a second aircraft at Aklavik in the near future. The cost involved was approximately \$36,000.00 per annum for the aircraft at Fort Smith and \$50,000.00 per annum for the aircraft at Aklavik. The newly-appointed Administrative Officer of the Northwest Territories Administration at Fort Smith would co-ordinate the requirements of all government departments for the use of the aircraft based there and would assign priorities as necessary. No administrative office was yet available at Aklavik for this purpose. A position had been established but had not yet been filled. Meanwhile the Medical Officer at this point would provide co-ordination and assign priorities as required, but it was hoped that an administrative officer would be appointed in the near future.

It should be noted that the sea transport arranged for the current year involved the use of a number of small vessels. With the loss of the "Nascopie" no larger vessel would be available until the new ship being build for the Department of Transport was completed. It was therefore a matter of some urgency to put this ship in commission.

3. Mr. Lessard stated that the contract for the construction of a new ship called for its completion in September, 1949. It would not be available for use, therefore, before the 1950 season. The shortage of steel was one of the main factors in preventing its completion at an earlier date.

4. Vice-Admiral Grant reported that government approval had been given for the construction of an ice-breaker for the Royal Canadian Navy. This would be similar to the U.S. "Edisto" class. It was not anticipated, however, that this ship would be completed before 1951. As with the Department of Transport ship, non-availability of steel was the limiting factor.

5. General McNaughton pointed out the importance to Canada, in maintaining control over Canadian Arctic Areas and supporting claims for sovereignty, of being in a position to provide access to these areas independently of the United States. In view of the importance of these considerations, it would appear reasonable that the government should allocate a priority for the steel required in the construction of the two ships. With the consent of the Committee, he would be prepared to raise the matter and make this recommendation at the meeting of the Cabinet Defence Committee to be held the following day.

6. Mr. Heeney asked if consideration had been given recently to the question of continued operation of the Alaska Highway by the Canadian Army. This had been contentious point earlier but the issue had not been raised for some time. It might be useful to have this question discussed by the Committee.

7. The Chairman reported that the Department of National Defence (Army) and the Department of Mines and Resources had been in consultation and were co-operating on this matter. At present a report from the Army was being awaited which would set forth in some detail plans for the next five years. When this plan had been discussed by the two Departments directly concerned, he would arrange to have it considered in the committee.

8. The Committee, after further discussion:

- (a) noted with approval the report of the Transportation Sub-Committee and the arrangements made for transportation during 1948;
- (b) noted with satisfaction the arrangements made by the Department of Mines and Resources for additional air transportation in the Mackenzie River area;
- (c) noted with concern the long period which was likely to elapse before suitable Canadian ships would be available for Arctic transportation; and
- (d) agreed that the desirability of hastening construction of the Department of Transport supply ship and the Naval ice-breaker, by allocation of priorities for steel of otherwise, be brought to the attention of the Government, it being understood that this action would be taken by General

McNaughton at the next meeting of the Cabinet Defence Committee.

Survey of Government Buildings and Services – Mackenzie River Area

9. The Committee had before them a report from the Deputy Minister of Public Works on a survey of government buildings and services conducted by officers of his Department in the Mackenzie River area. It was suggested that consolidation of Dominion Government services be carried out at Aklavik where feasible, and it was noted that a combined administration building and quarters was now proposed for this locality. Some consolidation in respect of buildings had already taken place at Yellowknife. It was felt, however, that, in general, it would be poor policy to crowd central heating because of the fire risks involved. No consolidation had taken place at Fort Smith and it was not felt that central heating would be desirable. A similar situation existed at other points on the lower Mackenzie. In general, it was felt that the permafrost conditions would make central heating installations extravagant unless there were some clear indication of the extent of the settlement and of the services to be provided. Similarly the dispersion of electric light services had been the result of the growing up over a period of years of various settlements. In these cases separate installation was necessary at the time, installation when new building were constructed.

The Joint Headquarters at Norman Wells had not materialized because the oil field had not proved as extensive as anticipated and the Canol project had been closed down.

(Memorandum of April 12th 1948, from Deputy Minister of Public Works)

10. The Chairman stated that, in addition to the report provided by the Deputy Minister of Public Works, he had asked the Department of Mines and Resources Engineering Staff, who had had their comments on the subject. These officers had reported that in many cases central heating plants would reduce fire risks. However, in northern areas where buildings were widely dispersed, separate heating units were necessary as too much heat would be dispersed, separate heating units were necessary as too much heat would be dissipated in conducting it from one building to another.

In almost all cases, however, a central electric generating plant would be more efficient and economical than a number of separate generators since the power lost in conducting the current was not appreciable. Therefore, though the Public Works report had made no recommendations for further consolidation of buildings and services, in the opinion of the Department of Mines and Resources, something might still be accomplished along this line, especially in the settlements along the Mackenzie Valley.

Two problems were involved; first the co-ordination of future construction required for various departments of government, and second, the, co-ordination and consolidation of services in respect of accommodation already constructed. In order effectively to co-ordinate future construction, planning over at least a five-year period would be needed. The basis on which this co-ordinated planning might be carried out remained, however, to be decided.

11. Major-General Mann stated that, though he had not had the opportunity of discussing the matter with the Chief of the General staff, he had received a proposal from the Quartermaster-General for the assumption of the co-ordinating responsibility by the Army. The Army already had commitments in certain of these areas and it was felt that those could be extended to include responsibility for co-ordination of overall governmental programmes. In other areas, where the Army did not already have a direct interest, the Department of Public Works might assume responsibility for co-ordination. This task would provide suitable employment for Army engineers in peacetime, though some increase in presently authorized establishments would undoubtedly be necessary. The division of responsibility as between the Army and the Department of Public Works could be worked out by mutual agreement.

12. Mr. Heeney observed that a better idea of the type and size of buildings and installations susceptible of co-ordination and consolidation would be required before much further action could be taken. For instance the Service and the Department of Transport were already undertaking much of their own construction. In many cases this was specialized (as in the case of the aerodromes) or was self-sufficient and did not involve any other Government Department. Possibly the Secretariat could assist in bringing together the various requirements.

13. It was agreed, after further discussion:

- (a) that the Deputy Minister of Public Works be invited to convene a Committee which would include senior construction officials of the Department of Mines and

Resources, the Department of National Defence, and the Department of Transport; and

- (b) that this Committee, in the light of report on departmental construction programmes already received and of the report to be made by the Deputy Minister of Public Works on his forthcoming trip to the Mackenzie River area, be asked to recommend procedures which would provide for co-ordination of future departmental construction programmes in northern areas; this report to be available by September 15, 1948

Joint Arctic Weather Station Programme

14. The Committee had for consideration a report from the Interdepartmental Meteorological Committee outlining certain problems being experienced in the joint operation of Arctic Weather Stations and asking for direction thereon.

Two points were involved. One concerned the definition of “Permanent” installations. The division of responsibility between Canada and the United States had been based on Canada paying for all “permanent” installations. So far, however, this had been taken to mean only the “shell” of any building constructed and did not include wiring, heating or electric generating units. It was for decision whether it would be desirable for Canada to assume responsibility for these ancillary installations.

The other point the involved control of scientific personnel attached to these stations for temporary periods. As accommodation was limited, it was felt that some authority must be designated to decide, when necessary on the particular scientists to be allowed to visit any station at any one time. It was suggested that this responsibility might be assumed by the Northwest Territories Administration in the case of all civilian scientists (since it already was responsible for the issuance of all scientific permits), with the co-operation of the Defence Research Board in the case of scientific activities sponsored by U.S. defence agencies.

(Memorandum of 23rd April from secretary, Advisory Committee on Northern Development)

15. Major-General Mann observed that it might be embarrassing to define “permanent” installations too closely since, if these were not regarded in the first instance as “permanent” or “immovable”, the U.S. Services could install

them without any question of payment by Canada and could leave them for Canadian use.

16. General McNaughton stated that it would be desirable to preserve the maximum amount of flexibility and therefore to avoid rigid definitions. It had been the practice for the U.S. services to make as many expenditures as possible on joint projects out of "exercise" funds. These were not accountable, and since an isolated areas it was not practical to remove the installations, it could be anticipated that title would eventually revert to Canada in any case.

17. Mr. Pearson outlined arrangements already made with the U.S. State Department for control of scientists visiting Arctic Weather Stations. These provided that the channel for requests in the case of U.S. scientists would be through the State Department and the Department of External Affairs, with the U.S. authorities assuming responsibility for preliminary screening, from both the scientific and the security point of view. This arrangement seemed satisfactory and the Northwest Territories Administration already exercised final control through its issuance of the scientific permits.

18. It was agreed, after further discussion:

- (a) that the present division of responsibility between Canada and the United States in respect of the Joint Arctic Weather Stations was satisfactory and that no attempt should be made to define more closely "permanent" installations; and
- (b) that the procedures proposed for control of civilian scientists visiting these stations would be satisfactory.

Northeastern Weather Stations

19. Air Vice-Marshal Cowley reported on progress being made in accordance with government direction in the taking over of U.S.-operated Weather Stations in Northeastern Canada. It was anticipated that at least two, and possibly three, of these stations would be taken over during the current year. This would leave four still to be taken over, of which three were more than just Weather Stations, since they were located on aerodromes still being actively operated by the U.S.A.F. These three points where Frobisher Bay on Baffin Island, and Fort Chimo and Mingan in Québec.

The Department of Transport did not consider that there was a requirement to operate these aerodromes for civil purposes; therefore it would propose,

when taking over operation of the Weather Stations at these points, to discontinue the operation of the aerodromes and ancillary services. To take over the weather services, with the U.S.A.F. continuing in control of and operating the aerodromes, would present serious difficulties. Not only would the main objective not be achieved (i.e., to have the whole installation Canadian-operated) but problems in regard to morale, division of responsibility and scale of services would undoubtedly arise.

Information was requested, therefore, as to:

- (a) the continuing military requirement for the operation of the aerodromes;
- (b) any plans with the R.C.A.F. might have to take over and operate the aerodromes; and
- (c) The views of the Committee as to the desirability of the Department of Transport taking over the Weather Stations while the U.S.A.F. continued to operate the aerodromes.

(Memorandum of 19th May, 1948, from Acting Deputy Minister of Transport for Air Services)

20. Air Marshal Curtis stated that the closing down of these aerodromes would be unacceptable from the military viewpoint. The Royal Canadian Air Force was making plans for the taking over of these aerodromes from the U.S.A.F. However, other commitments took priority at the moment and it would be impossible now to give any firm estimate as to the date by which the R.C.A.F. could assume this responsibility.

21. Mr. Heeney observed that the arrangements for taking over these aerodromes and the Weather Stations located thereon required co-ordination between the Air Force and the Department of Transport. Undoubtedly it was the intention of the Government that all of these installations should be manned and operated by Canada as soon as possible. Detailed arrangements should be worked out, therefore, by the Air Force and Department of Transport in consultation.

22. The Committee, after further discussion:

- (a) noted that there was a continuing military requirement for the operation of these aerodromes;

- (b) noted that the Royal Canadian Air Force was preparing plans for the taking over of the aerodromes from the U.S. Air Forces;¹⁵²
- (c) agreed that the take-over of both aerodromes and Weather Stations should be completed at the earliest practicable date in view of previous Government direction in this regard; and
- (d) invited the Department of Transport and the Department of National Defense (Air Force) to prepare in consultation the necessary plans to accomplish this aim, and to report thereon at the next meeting of the Committee.

Canadian Sovereignty in the Arctic

23. The Chairman reported that consideration had been given over a long period to the desirability of preparing an authoritative article covering the Canadian position in regard to Arctic sovereignty. Recently the need for such a paper had been emphasized by request for material for an Arctic Encyclopaedia being prepared by Mr. Vilhjalmur Stefansson. Included in this material was to be an article on the subject.

It was felt that the preparation of such an article demanded the services of a recognized authority on international law. It was proposed, therefore, that the services of such a person be obtained and that the cost be borne by the departments most directly concerned, possibly shared between the Department of Mines and Resources and the Department of External Affairs.

(Memorandum of April 23rd, 1948, from Secretary, Advisory Committee on Northern Development)

24. Mr. Pearson stated that he had referred this problem to his Legal Officer, who suggested that the initial work in preparation of the article might be divided into two phases. The first would be the theoretical arguments in support of the sector principle, this principle not having been universally accepted in international law. The second would be the preparation of a detailed history of Canadian Government-sponsored activity in the Arctic, which would support the claims to sovereignty on the principle of effective control and actual administration. The latter would be factual in character and would constitute a solid and unquestionable basis in

¹⁵² *Editors' note:* "Forces" in original.

international law. When the work on the two phases had been completed, the material might be synthesized by some recognized authority.

25. Dr. Solandt observed that the facts in support of Canadian exploration and settlement would be brought out by other articles in the Encyclopaedia.

26. General McNaughton pointed out that a paper supporting the sector principal had been prepared for the Imperial Conference of 1930 and should be available from the papers for that Conference.

27. The Committee agreed, after further discussion:

- (a) that the basic material for the article be prepared into parts, as suggested by Mr. Pearson, the factual record of Canadian exploration and administration to be prepared by the department of Mines and Resources, the theoretical arguments supporting the sector principle to be prepared by the Department of External Affairs;
- (b) that, when these papers were completed, the two Departments concerned would consult together to decide upon the best method of preparing the final memorandum; and
- (c) that, if considered desirable by the Departments concerned, it would be appropriate to employ an outside authority for preparation of the final article.

U.S. Activities in Canada

28. The Committee had for reconsideration a memorandum prepared by the Chief of the Geographical Bureau, Department of Mines and Resources, which had been revised and brought more nearly up to date since the previous meeting, together with a memorandum prepared by the Secretary, indicating the authority for various projects undertaken by the United States in Canada.

(Memorandum of April 23rd from Chief, Geographical Bureau, Department of Mines and Resources - Memorandum of April 23rd from Secretary, Advisory Committee on Northern Development)

29. Mr. Pearson stated that the memorandum by the Secretary had set at rest some, but not all, of the fears which he had entertained as a result of the original memorandum by Dr. Lloyd. In his opinion, the U.S. authorities had not attempted to evade Canadian authority in the projects undertaken

in the Canadian territory, but rather the authority has sometimes been loosely drafted and had been, therefore, somewhat ambiguous. Both memoranda pointed to the difficulty of obtaining accurate information on U.S. activities in Canada. He was glad to note that something was being done about obtaining an accurate return of U.S. personnel in Canada since this was essential.

30. General McNaughton observed that the difficulties in providing complete co-ordination and complete Canadian control were known and understood but in some cases were almost impossible to avoid. Sometimes projects would be undertaken by U.S. Services in Canada on the authority of some comparatively junior officer in Washington, who was not similar with the proper procedures. It was not so much a matter of bad faith on the part of U.S. authorities as it was a question of lack of knowledge of proper procedures at lower levels. Consequently the U.S. authorities needed constant reminding that, when operating in Canadian territory, proper authority must be obtained for every project undertaken and the Canadian authorities kept fully informed at all times.

31. The Chairman pointed out that the Secretary's memorandum had been distributed before he had seen it and that he was by no means in complete agreement with it. In his view, both the paper prepared by the Chief of the Geographical Bureau and that prepared by the Secretary suffered from somewhat the same faults in that they were not sufficiently objective. He would like to state, however, in respect of the paper prepared by Dr. Lloyd, that this had been prepared on his own instructions and not on Dr. Lloyd's individual initiative. Unfortunately the heads of departments and of the Services concerned had not been fully informed at the start as to the basis on which the paper was being prepared and he regretted any misunderstanding caused through his failure to obtain proper clearance for the investigations undertaken.

In his view, there would be no advantage to be derived from a detailed re-examination of these papers at this stage. Accordingly he had prepared a short paper bringing out the conclusions which he felt should be drawn. It was felt, because of the disparity in power and material and human resources between Canada and United States, that it was inevitable that the latter would have to play the major role in many phases of the co-operative activity between the two countries. The necessity of continuing co-operation in the field of defense had been recognized by the establishment of the Canada-United States Permanent Joint Board on Defence in 1940. Because of the inclusive character of modern war and because of the present

international situation, this co-operation had been greatly widened in scope and increased in activity.

Senior officials of the U.S. Service Departments had been consistently careful to avoid any infringement of Canadian rights in their undertakings. It was apparent, however, that there had been instances of a disregard, at lower levels in the U.S. Services, of Canadian rights or susceptibilities. These could be divided into three general types:

- (a) the boastful or ignorant talk of comparatively junior officers or enlisted personnel, which was inevitable and relatively unimportant;
- (b) the disregard of established procedures by field officers, either through the lack of knowledge of the proper procedure or through an impatient effort to “get things done”. This still represented a problem, though as a source of trouble it was decreasing; and
- (c) the publication by U.S. Services or other official agencies, or under their authority, of material relating to Canada without prior clearance with Ottawa. Constant attempts were being made by senior U.S. officers to remedy this situation and it appeared that it was improving.

Other difficulties arose as a result of loosely worded authorizations and inadequate interdepartmental co-ordination in Washington and Ottawa, particularly the former.

The conclusion to be drawn from this situation was that it was essential to keep a continuous and detailed record in Ottawa of all U.S. activities in Canada. This would aid in ensuring that no projects were undertaken without prior authority or knowledge. As an initial step in this regard, he had had compiled in short form a list of all known activities, together with numbers of personnel involved where these were known, and whatever authority existed for the undertaking concerned.

(Memorandum prepared by the Chairman on “United States Activities and Official Personnel in Canada”, distributed at meeting)

32. Mr. Pearson stated that he was in general agreement with the points brought out in Dr. Keenleyside’s memorandum.

33. Air Vice-Marshal Cowley stated that, in his opinion, certain statements in the report by the Chief of the Geographical Bureau were inaccurate and reflected unfairly on the Department of Transport; these statements had not been answered in the memorandum by the Secretary. He enquired, therefore, as to the propriety of leaving these statements in the record in their present form.

34. Dr. Solandt suggested that too much effort should not be expended in keeping track in detail of everything being undertaken by the United States in Canada. It appeared to him that nothing had been done which had not been authorized or would not have been authorized if authority had been sought.

35. Mr. Heeney pointed out that it was important to keep a continuous record of some sort showing numbers of U.S. personnel in Canada and their activities. This information should be available to the Government at any time. Probably a standard form of report should be worked out and this should be circulated monthly to all members of the Committee and of the Cabinet Defence Committee. It might also be sent to the Canadian Secretary of the Permanent Joint Board of Defense. Possibly, since more than one department was involved, the Secretaries of the Committee should undertake this task.

36. It was agreed, after further discussion:

- (a) to note the reports submitted;
- (b) that no further action need be taken at this time with regard to the U.S. activities listed; and
- (c) that a monthly report covering U.S. personnel and activities in Canada should be prepared by the Secretaries and circulated to all members of the Committee, to members of Cabinet Defence Committee, and to the Canadian Secretary of the Permanent Joint Board on Defence.

Secretariat

37. The Chairman announced that Mr. W.F. Chipman of the Department of Mines and Resources had now been attached to the Cabinet Secretariat and would act as Assistant Secretary of the Committee.

38. The Committee noted with approval the appointment of Mr. Chipman as Assistant Secretary.

Next Meeting

39. The Committee agreed that, unless other urgent matters arose in the meantime, the next meeting would be held early in October, following receipt of the reports of the Transportation Sub-Committee and the Sub-Committee on Co-ordination of Construction.

W.W. Bean,
Group Captain, RCAF,
Secretary.

Privy Council Office.

3. The Third Meeting of the Advisory Committee on Northern Development was held in Room 123, East Block, on Tuesday, November 23, 1948, at 10:30 a.m.

Present:

Dr. H. L. Keenleyside, Deputy Minister of Mines and Resources (in the Chair).
Mr. A.D.P. Heeney, Clerk of the Privy Council.
Mr. Escott Reid, Acting Under Secretary of State for External Affairs.
Air Vice Marshal A.T. Cowley, Director of Air Services, Department of Transport.
Mr. A. Watson, Marine Superintendent, Department of Transport.
Mr. E. A. Gardner, Assistant Chief Architect, Department of Public Works.
Lt-General C. Foulkes, Chief of the General Staff.
Air Marshal W.A. Curtis, Chief of the Air Staff.
W.P. Chipman, Privy Council Office (Joint Secretary).
Wing-Commander G.H. Newsome RCAF, Privy Council Office (Joint Secretary).

Also Present:

Mr. D.M. Johnson, Department of External Affairs.
Rear Admiral F.L. Houghton, Royal Canadian Navy.
Air Vice Marshal A.L. James, Royal Canadian Air Force.
Dr. O.M. Solandt, Chairman, Defence Research Board.
Commissioner S.T. Wood, Commissioner, Royal Canadian Mounted Police.
Inspector H.H. Cronkhite, Royal Canadian Mounted Police.

I. Report of Sub-Committee on Co-Ordination of Construction

Power Supply

1. The Committee had for consideration of report of the Sub-Committee on co-ordination of Construction. The report dealt with co-ordination under two main headings - Power Supply and Construction.
2. Mr. Gardner outlined the main features of the power supply report and mentioned developments that had occurred since its compilation. Attempts had been made to standardize and co-ordinate the procurement of electric power equipment. It had been found, however, that, insofar as the

Department of National Defence was concerned, this was not feasible, since control was vested in the Canadian Commercial Corporation.

3. The Chief of the General Staff expressed the view that, since materials of this kind were in short supply, the Canadian Commercial Corporation was probably in the position of being forced to accept whatever equipment was available. No doubt, when electrical equipment was in normal supply, arrangements could be made with the Canadian Commercial Corporation to obtain materials of the required type.

4. The Committee noted this report and agreed that the problem of standardization and co-ordination of procurement of electrical power equipment be referred back to the Sub-Committee for further examination, in consultation with the Canadian Commercial Corporation.

Construction

5. Mr. Gardner observed that the present practice was that each department procured its own construction materials. This resulted in competition between departments, and delays in delivery.

In respect of construction work, it had been noted that two or three departments had in some cases undertaken construction projects at the same Northern location. This resulted in unnecessary duplication of effort.

Some difficulty had been experienced in the development of a standard type of Arctic construction, because of the divergent purposes which the buildings would be required to serve. Progress had been made, however, toward the selection of a standard prefabricated panel. The main features of one type developed by the Canadian Army were that it was capable of withstanding hard usage; it permitted flexibility in design and did not require skilled tradesmen for erection.

It was recommended that, if the Army panel proved satisfactory, a system of bulk purchasing and stockpiling be instituted, and that the construction projects of all government departments be co-ordinated and supervised by one agency.

6. The Chairman expressed agreement with the latter view advanced by Mr. Gardner and suggested that a general supervisor of Northern construction programmes be appointed for this purpose.

7. The Chief of the Air Staff stated that it might not be feasible to place the supervision of all types of Northern construction under one head. The building season was short and work had to proceed without delay.

8. Mr. Heeney suggested that each department might agree to certain parts of their construction programmes being carried out under the supervision of one designated department.

9. The Committee noted Mr. Gardner's report and agreed:

- (a) that the question of bulk purchasing and the adoption of a standard Arctic construction be referred back to the Sub-Committee for further examination in the light of the above discussion;
- (b) that the possibility of appointing a supervisor from one department to co-ordinate the construction of all departments be further explored by the Sub-committee; and
- (c) that a progress report on construction activities be tabled at each meeting of the committee.

II. Report of Transportation Sub-Committee

10. Air Vice Marshal James submitted an interim report of the Transportation Sub-committee on surface Transportation Requirements for the Eastern and Western Arctic, and outlined its main features.

Since complete information on this summer's operations was not available, and tonnage requirements were not yet firm, the report should be regarded only as an interim study. It was intended that the final report of the Sub-committee would be available within the next six weeks.

In the Eastern Arctic, the supply of Joint Canadian U.S. weather stations could not satisfactorily be carried out without the use of two icebreakers. It appeared, therefore that, until the recently approved RCN icebreaker was available, supply arrangements for Northern weather stations would have to be similar to those undertaken in 1947 and 1948 (U.S. Task Force).

With the exception of proposed RCAF stations and the joint weather stations, the supply of existing and planned government posts and stations could be met by already authorized Canadian shipping. With the increased tonnages to be supplied to Eastern Arctic posts, there was an urgent need for charting and navigation aids. The importance of proceeding as rapidly as

possible with the Northern work of the Hydrographic Survey was emphasized.

In the Western Arctic, the supply of Cambridge Bay presented a difficult problem. On the recommendation of the Sub-committee, the L.S.M. "Snowbird II" (owned by the Yellowknife Transportation Company) had been used for this operation in 1948 and it had been successful. At the present time, however, this vessel, which was needed for next year's operations, was frozen-in at Cambridge Bay. The operating company had accepted considerable risk in undertaking this contract and were in financial difficulties. There was a moral obligation on the part of the government to provide some assistance.

(Secretary Transport Sub-committee Memorandum, dated October 6th, 1948. Document N.D. 10).

11. The Chief of the General Staff reported that information had been received through the Air Attaché in Paris, to the effect that our French icebreaker was available for disposal. It might be well to explore the possibility of purchasing this ship in view of the steel shortage in this country.

12. Mr. Watson expressed the opinion that two icebreakers were required, but doubted the suitability of the French ship for use in the Canadian Arctic. On the basis of information available so far, extensive modification required would render the purchase of the ship impracticable.

13. The Committee, after further discussion, noted the interim report submitted by the Transportation Sub-committee, and agreed:

- (a) that the RCAF would initiate arrangements with the Yellowknife Transportation Company for the operation of the L.S.M. "Snowbird" next summer; and
- (b) that the feasibility of purchasing the French icebreaker for use in the Canadian Arctic be further examined by the Transportation Sub-committee.

III (a). Joint Canada – United States Arctic Weather Stations; Summer Operations and Future Plans.

14. The Secretaries submitted a report from the Deputy Minister of Transport for Air Services, outlining the main features of the joint Canada - United States weather station programme in 1948.

Two new stations were established by air during the spring - one at Mould Bay on Prince Patrick Island, and the other at Deer Bay on Isachsen Peninsula. Supplies and equipment, which had been deposited at Resolute the previous year, were airlifted to the sites of these two stations.

During the summer, U.S. Task Force 80 re-supplied the two stations which had been established in 1947 (Eureka Sound and Resolute Bay), and reconnoitered sites for two further stations at Cape Belknap and Bridport Inlet which would be established in 1949. It was planned to have a total of six joint stations in operation by the end of 1949.

Task Force 80 consisted of two U.S. icebreakers and a cargo ship provided jointly by the U.S. Navy and Coastguard. A total of nineteen Canadian observers, representing government departments and Services, took part in the operations.

In addition to accomplishing its main purpose, the Task Force engaged in hydrographic, meteorological and scientific investigations. On the whole, their operations have been successful.

(Deputy Minister for Air Services Memorandum, dated October 9th, 1948 – Document N.D. 11.)

15. The Committee noted this report.

III (b). Northern Weather Stations

16. Air Vice Marshal Cowley reported on the progress being made in implementing the government's decision that Canada take over U.S. operated weather stations in northern Canada.

During 1948, the Department of Transport had taken over operation of weather stations at Clyde River, Baffin Island and at Mecatina, Quebec. This left five stations still to be taken over, of which three – Frobisher, Fort Chimo and Mingan – were airdromes as well as weather stations. The latter were to be taken over jointly by the Department of Transport and R.C.A.F. Of the remaining two weather stations, the Department of Transport planned to take over Indian House Lake in 1949 and Padloping Island in 1950.

(Deputy Minister for Air Services Memorandum, dated October 9th, 1948. – Document ND-11)

17. The Chief of the Air Staff stated that the ability of the RCAF to meet the 1950 objective in respect of Frobisher, Fort Chimo and Mingan was conditional upon recruiting results.

18. Mr. Heeney pointed out that, if it became evident that the approved programme for taking over northern weather stations and airdromes would not be met by the end of 1950, this fact should be reported to the government, in view of the latter's directive on the subject.

19. The Committee noted the position as reported, it being understood that R.C.A.F. and the Department of Transport would review the situation periodically report to the Committee.

IV. U.S. Activities in Canada; Strength Return

20. The Committee had for consideration a memorandum prepared by the Secretaries concerning the distribution of a monthly report covering U.S. personnel activities in Canada.

(Secretaries Memorandum dated November 9th, 1949 – Document N.D. 12).

21. The Chairman, referring to the decision reached at the second meeting of the Committee, reported that the Chiefs of Staff Committee had subsequently expressed the view that for security reasons the distribution of the monthly report should be restricted to departments requiring such information for administrative purposes.

The information contained in the report was of considerable military importance and any significant movement of personnel from one point to another might become apparent that the reports were two widely circulated.

The U.S.A.F., in furnishing details for the strength return had, moreover, recently inserted a security clause which would prohibit the use of this information for other than military purposes. This raised the question of principle as to the right of Canada to decide on the distribution of information relating to Canada, collected in this country by U.S. agencies. The Chairman expressed the view that there could be no compromise on this issue.¹⁵³

¹⁵³ *Editors' note:* the following line is struck out in the original: "(Secretaries' Memorandum dated November 9, 1948 – Document ND-12)."

22. Dr. Solandt pointed out that the security clause was in the nature of a “rubber stamp”, or routine restriction, which was placed on most classified information received from United States.

23. Mr. Heeney expressed the view that the Canadian government should not be asked to accept the security restrictions imposed by U.S. authorities on information relating to Canada, even though such information was obtained from U.S. sources.

With regard to distribution, it was suggested that the appropriate Ministers and the Commissioner, R.C.M. Police should have been included on the list.

24. Air Vice Marshal Cowley said that it was his recollection that the original distribution list had included only members of this Committee. This he considered adequately restrictive.

25. The Chief of the General Staff pointed out that the present exchange of military information between United States and Canada was based on a mutual agreement on the part of the Services of each country to respect the security classifications of the Services of the other country. Any departure from this procedure by Canada would tend to restrict the flow of U.S. information into this country. However, the Army were prepared to agree to the distribution of the monthly report to those suggested.

26. The Chairman suggested that the matter be straightened out with the United States authorities by the Secretary of the Canadian Section, the Permanent Joint Board on Defence.

27. The Committee, after discussion, agreed –

- (a) that the distribution in Canada of information relating to Canada was a matter for decision by Canadian authorities, irrespective of the source of such information;
- (b) that this view be communicated to the U.S. authorities through the Permanent Joint Board on Defence, by the Secretary of the Canadian Section; and
- (c) that, when this matter is settled, the Secretaries circulate the monthly report on U.S. personnel in Canada to all members of the Committee, the Cabinet Defence Committee, the Secretary of the Permanent Joint Board on Defence

(Canadian Section) and the Commissioner of the R.C.M. Police.

V. Emergency Planning For War Book Purposes; Special Canada – U.S. Border Arrangements

28. The Committee had for consideration of memorandum from the Secretary of the Cabinet Defence Committee concerning the need for special wartime Customs and Immigration arrangements at the Canada – U.S. border. This need arose in connection with emergency planning for War Book purposes.

Because this matter would have particular significance in connection with joint activities in northern Canada, it had been referred to the Committee for consideration. The following departments had an interest in the matter and should be consulted: External Affairs, Finance, National Revenue, Mines and Resources (Immigration Branch), Defence, Transport and the R.C.M. Police.

(Memorandum, Secretary Cabinet Defence Committee, dated September 30th, 1948 – Document ND-13).

29. The Committee agreed that the Secretaries convene a Sub-committee, with representatives of the departments indicated, to study emergency border arrangements and report thereon to the Committee.

VI. Release of Arctic Information; Security Regulations

30. The Secretaries submitted a report of the Joint Security Committee, approved by the Security Panel, on the release of Arctic information. This dealt with security classifications from the military point of view of Arctic weather stations, defence installations and the like.

It was the intention of the Panel that this information be combined with the proposals on the release of scientific Arctic information (now in the course of preparation) and that the whole be issued as a consolidated instruction covering the complete field of release of Arctic information.

(Secretaries memorandum dated October 20th, 1948 – Document ND-14).

31. The Committee noted this report with approval.

VII. Roster of Canadians with Northern Experience

32. The Secretaries submitted a report indicating that the Deputy Minister of Mines and Resources was arranging for the preparation by his department of a roster of Canadians with significant Northern experience.

The Arctic Institute of North America was now engaged in the preparation of a roster on a global basis, in Washington. This information would be made available to the Canadian government upon its completion in about two years' time. Meanwhile, arrangements had been made with the Institute to obtain information on Canadians contained in their roster.

The Chiefs of Staff had suggested that, for security reasons, and because full particulars were readily available from personnel records maintained by the Services, such a roster should not include Service personnel.

(Secretaries Memorandum dated November 9th, 1948 – Document ND-15).

33. The Chief of the Air Staff stated that he had no objection to personnel of the Royal Canadian Air Force Reserve being included on such a list.

34. The Chief of the General Staff indicated that, if the roster was not to be published, he would have no objection to the inclusion of Service personnel.

35. The Chairman assured the Committee that there was no intention of publishing the proposed roster. It would be available solely for governmental and official purposes.

36. The Committee noted with approval the action being taken by the Deputy Minister of Mines and Resources.

W.P. Chipman
G.H. Newsome, Wing-Commander, RCAF.

Joint Secretaries.

Privy Council Office.
November 27, 1948.

4. The fourth meeting of the Advisory Committee on Northern Development was held on Wednesday, March 9, 1949, in Room 123, East Block, at 11:00a.m.

Present:

Dr. H.L. Keenleyside, Deputy Minister of Mines and Resources (in the chair).

Mr. Escott Reid, Acting Under Secretary of State for External Affairs.

Mr. J.C. Lessard, Deputy Minister of Transport.

Air Vice Marshal A.T. Cowley, Director of Air Services, Department of Transport.

Lieut. Gen. C. Foulkes, Chief of the General Staff.

Air Vice Marshal A.L. James, RCAF, Air Member for Technical Services.

W.P. Chipman (Joint Secretary).

G.H. Newsome (Joint Secretary).

Wing Commander, RCAF, Privy Council Office.

Also Present:

Rear-Admiral F.L. Houghton, RCN, Vice-Chief of Naval Staff.

Dr. O.M. Solandt, Chairman, Defence Research Board.

Commissioner S.T. Wood, R.C.M. Police.

Mr. F.G. Goodspeed, Assistant Chief Engineer, Department of Public Works.

Mr. Alex Watson, Marine Superintendent, Department of Transport.

I. Report of the Transportation Sub-Committee on Surface Transportation in Northern Canada

1. The Committee had for consideration the final report of the Transportation Sub-Committee on surface transportation in Northern Canada. This report contained a number of recommendations, the implementation of which, in the view of the Sub-Committee, would enable Canada to meet the surface transportation requirements as now visualized in the Canadian Arctic over a ten-year period without outside assistance.

An explanatory document had been circulated. (Secretaries' memorandum ND 16, dated Feb. 21, 1949)

Surplus French Icebreaker

2. Air Vice Marshal James informed the Committee that consideration had been given to the desirability of obtaining the icebreaker which was being disposed of by the French government. The Royal Canadian Navy and the Department of Transport, however, had indicated that this vessel was not suited to their purposes and that to refit her to the required standards would be very nearly as costly and time-consuming as to build a new vessel.
3. The Committee agreed that the French icebreaker was unsuitable for Canadian use.

Second Canadian Icebreaker

4. Air Vice Marshal James stated that the Transportation Sub-Committee, after considerable study, had arrived at the conclusion that two icebreakers were necessary to ensure the safe and timely annual supply of the northern weather stations by sea. While, under very favourable conditions, one icebreaker might be able to accomplish this task, a second icebreaker should be available in case of accident. This had been well demonstrated in the summer of 1948 when one United States icebreaker had been nearly lost north of Ellesmere Island, only being saved by assistance from the second icebreaker.

The Transportation Sub-Committee, in arriving at the conclusion that two icebreakers were necessary, had considered only the transportation aspect of the problem. There might be additional implications from the defence point of view which would strengthen this conclusion.

It should, however, be noted that the N.B. McLEAN could be used for the supply of the northern weather stations if she could be spared from her normal duties by the Department of Transport.

5. Mr. Lessard pointed out that the need for the McLEAN in the St. Lawrence during the spring for icebreaking operations, and in Hudson Bay and Hudson Strait during the summer for the servicing and supply of radio-marine stations, precluded her use in more northern operations.

Because of this, a request from United States authorities that the McLEAN take part in the sea supply mission to the joint weather stations had been refused.

6. Rear-Admiral Houghton informed the Committee that the expected date of completion for the RCN icebreaker was 1952. The Navy view on the

proposed second icebreaker was that such a ship was necessary but could be more effectively employed under the control of a civilian department, especially since the RCN would have difficulty in manning such a vessel.

7. General Foulkes stated that the Chiefs of Staff concurred in the view expressed by Admiral Houghton.

8. Air Vice Marshal Cowley pointed out that the weather stations constituted a permanent requirement for supply operations, and that the only alternative to sea supply was air supply, which would be infinitely more costly.

9. Mr. Watson said that the Department of Transport had plans for an icebreaker drawn up and, if government approval were obtained, it was to be expected that the ship could be built in two years.

10. The Committee, after further discussion, agreed:

- (a) that a second Canadian icebreaker was essential if Canada were to undertake the supply of the northern weather stations; and
- (b) the Department of Transport should seek the authority of the Government for the construction and operation of this vessel.

Department of Transport Vessel for the Eastern Arctic Patrol

11. Air Vice Marshal James informed the Committee that the present arrangement whereby the supply of northern posts and stations was undertaken by a number of chartered vessels was unsatisfactory, from the point of view of both efficiency and cost.

In addition, certain much needed navigational information would be obtained by the Eastern Arctic Patrol vessel when she was in use.

12. Mr. Lessard stated that the vessel for the Eastern Arctic Patrol had been promised for delivery in the fall of 1949, in which case she would be available in the summer of 1950.

13. The Committee noted that the Eastern Arctic Patrol vessel would be available for use in the summer of 1950 and agreed that every effort be made to ensure that this date be met.

Charting and Aids to Navigation

14. Air Vice Marshal James reported that the Transportation Sub-Committee considered the adequate charting and placing of suitable aids to navigation was a matter of urgency at Chesterfield Inlet, Frobisher, Chimo and along the Mackenzie River System.

15. The Committee agreed to recommend to the departments concerned that a high priority be given to the adequate charting and marking of channels at Chesterfield Inlet and along the Mackenzie River System, and, depending on RCAF plans, at Frobisher and Chimo.

Co-ordinating Agency

16. Air Vice Marshal James drew the attention of the Committee to the need for having one agency with executive authority in a position to co-ordinate shipping requirements, in order to avoid overlapping and duplication of effort. The Department of Transport was at present performing this function for the Eastern Arctic and it was suggested that they extend their activities to cover the Western Arctic coast as well.

17. Mr. Lessard said there would be no objection from the Department of Transport to this proposal.

18. The Committee noted with approval that the Department of Transport would act as the co-ordinating agency for shipping requirements in the Canadian Arctic.

Air Supply

19. Air Vice Marshal James reported that, on the assumption that Canada would ultimately be required to take over full responsibility for the operation and supply of weather stations, the Air Forces, in consultation with the other Services and the Department of Transport, had undertaken a preliminary study of the air supply problems involved.

These studies had shown that although the supply of the weather stations was of major concern to the Departments of National Defence and Transport other departments and agencies were concerned. For example, the provision of periodic air service (supply of mail, emergency supplies, fresh fruit, etc.) to the personnel of one government agency raised the question of the desirability of providing like treatment to similarly situated personnel of other government departments, such as Mines and Resources and Justice.

It has become evident, therefore, that before an air supply plan could be formulated, policy decisions were required on such questions as division of responsibility between departments concerned, the standard of air service to be provided (frequency of flights, quantity of supplies per man, etc.) and the basis of sharing costs, manpower requirements and other facilities.

In these circumstances, it was recommended that a Sub-Committee be formed under the Advisory Committee on Northern Development with representatives from the planning sections of the interested departments to make recommendations on matters of policy which might be referred to it for study.

20. The Committee, after some discussion, agreed that the Secretaries convene a Sub-Committee of representatives from the interested government departments, to study the question of air supply policy and to make a recommendation thereon to the next meeting of the Committee.

II. Provision of a Helicopter for Eastern Arctic Patrol Vessel

21. The Chairman reported that the new eastern Arctic Patrol vessel, now under construction for the Department of Transport, was designed to carry a helicopter to assist in navigation through packed ice in the high latitudes. This raised a question as to which department should be responsible for supplying, operating and maintaining the aircraft.

(Secretaries' memorandum dated February 21, 1949, Document ND 17)

22. The Committee, after discussion, agreed that the Department of Transport supply, operate and maintain the helicopter to be provided for the Eastern Arctic Patrol vessel.

III. Northern Construction Progress Report

23. Mr. Goodspeed informed the Committee that the Construction Sub-Committee had given consideration to a number of problems since the last meeting of the Advisory Committee on Northern Development. The report which was circulated with the agenda was in the nature of a progress report.

(Secretary, Construction Sub-Committee memorandum, Document ND 18, dated February 21, 1949)

Consideration had been given to provision of electricity from a central power plant at a number of locations in the Mackenzie District.

Yellowknife, of course, was supplied with power from the Snare River development; a proposition was now before interested departments regarding the supply of power from a central plant operated by the Northwest Territories Power Commission to all users in the Fort Smith area; at Hay River, a study by the Northwest Territories Power Commission had indicated that it would be uneconomical to operate a central plant until the consumption of electricity increased and a study of power requirements and generating facilities at Fort Resolution was now under way.

Through the appointment of liaison officers to work between interested departments, the co-ordination of purchasing and of construction was being attempted. The Department of Public Works district engineer at Edmonton was in touch with other departments there regarding the bulk purchasing of materials and the Sub-Committee in Ottawa had prepared a programme for construction in 1949 on the basis of only one department doing building operations in one area.

It had not yet been possible to make any recommendations concerning a standard type of Arctic construction, since there was disagreement concerning the advantages of prefabricated buildings. However, tests were now underway at Churchill on a prefabricated building developed by the Army and it was expected that when the results of these tests were known a recommendation would be made.

24. The Chairman informed the Committee that the Northwest Territories administration had noticed an improvement in cooperation and co-ordination of effort between departments undertaking construction in the north in the last year.

25. The Committee noted with approval the progress report of the Construction Sub-Committee.

IV. Canadian Committee on Arctic Information

26. The Committee had for consideration a memorandum submitted by the Deputy Minister of Mines and Resources which suggested that the resources of a number of government and outside agencies might be brought together in time of national emergency, by the formation of a Committee on Arctic Information. Such a Committee would co-ordinate all available information on Arctic regions.

It was suggested that, as the Geographical Bureau of the Department of Mines and Resources had already in hand extensive studies on Arctic

resources and development, it might serve as a nucleus for a Committee of this kind.

(Memorandum from the Deputy Minister of Mines and Resources, Document ND 19)

27. The Chairman explained that this proposal had been put forward primarily as a result of questions which had been raised by officials of the Arctic Institute of North America concerning the function which the Institute might be expected to serve in the event of war.

28. Rear-Admiral Houghton pointed out that the Joint Intelligence Bureau were now performing the same task as was suggested for the proposed Committee on Arctic Information. In his view, basic responsibility for controlling defence information of this kind in time of war should be vested in the Joint Intelligence Bureau.

29. General Foulkes shared this view and stated that an examination of the terms of reference of the Joint Intelligence Bureau as approved by Cabinet, indicated that there would be a duplication of effort if the proposed Committee were formed. It was his understanding that the Joint Intelligence Bureau were now exploring the same sources of information as those mentioned in the memorandum from the Deputy Minister of Mines and Resources.

30. Dr. Solandt observed that the present relationship between the Joint Intelligence Bureau and other government and outside agencies in respect of the collection of information, appeared to be satisfactory. A further obstacle to the proposed Committee was created by the fact that, as a matter of policy, the Arctic Institute would not handle classified material. As an alternative, it might be feasible for the Arctic Institute, and possibly other outside agencies, to become a part of the Geographical Bureau during war. This would overcome the objection to attaching civilian agencies to the defence organizations.

31. The Committee, after further discussion, concluded:

- (a) that present arrangements provided for the co-ordination of government and outside sources of Arctic information in time of war;
- (b) that the most effective means of utilizing the services of outside agencies such as the Arctic Institute of North America in wartime would appear to be through their affiliation in

some way with the Geographical Bureau of the Department of Mines and Resources; and

- (c) that steps should be taken to insert provisions to this effect in the Government War Book.

V. Disclosure of U.S. Classified Military Information; Recommendations of PJBD

32. The Chairman reported that since the question of the disclosure of U.S. classified military information had been discussed at the November 23rd meeting of the Committee, the Permanent Joint Board on Defence had held a meeting. At this meeting a decision had been reached which did not meet the principle that the distribution in Canada of information relating to Canada was a matter for decision by Canadian authorities.

An explanatory memorandum had been circulated. (Secretaries' memorandum, Document ND 20, dated February 21, 1949)

33. Rear-Admiral Houghton stated that it was the view of the Canadian Section of the PJBD that the matter was an extremely delicate one and that the Canadian chairman had achieved a reasonable concession when the Board agreed that each country should be the one to construe the meaning of the phrase "for military purposes only" within its own country and to decide what agencies within that country should properly receive the information.

34. General Foulkes expressed the opinion that the recommendation of the PJBD was unsatisfactory because it did not accept the basic principles at issue and because, from the military point of view, it placed on the Services the onus of deciding the meaning of "for military purposes only" in connection with the distribution of classified information from U.S. sources.

35. Dr. Solandt stated that in his view the discussion at the PJBD meeting had avoided the issue raised by the Advisory Committee on Northern Development. Some classified U.S. reports received by DRB contained information on geology, topography, native population and the like which, in itself, was not classified. However, under existing regulations, it was difficult to justify extraction of this type of information for circulation to other departments, on the grounds that it was to be used "for military purposes only".

It might be worthwhile to raise the matter of principle again with the U.S. authorities but it was suggested that the approach be made through a civilian rather than a Service agency.

36. The Committee, after further discussion, agreed to recommend:

- (a) that the principle “that the distribution in Canada of information relating to Canada is a matter for decision by Canadian authorities irrespective of the source of such information” again be taken up with U.S. authorities; and
- (b) that the Department of External Affairs be asked to obtain acceptance of this principle by the United States, through the agency of the State Department.

VI. Re-Canadianization of Northern Canada

37. The Committee had for consideration a memorandum prepared by the Secretaries the object of which was to show how, and to what extent, the various departments were succeeding in the government’s policy of keeping the Canadian Arctic Canadian.

(Secretaries’ memorandum dated March 2, 1949, Document ND 21)

38. Air Vice Marshal James reported that although the RCAF expected to be able to take over the airfields at Frobisher, Chimo and Mingan by the end of 1950, responsibility for the air supply of these and the Northern weather stations could not be assumed, at least, until the following year. In these circumstances, some US personnel would still be stationed at these airfields after 1950 in support of their air supply operations.

39. Air Vice Marshal Cowley pointed out that Cape Harrison, being in Labrador, had not been considered as one of the weather stations to which the Cabinet’s decision of 1947 applied. The Indianhouse Lake station had been destroyed by fire but the United States had expressed their willingness to rebuilt it. In the view of the Department of Transport, there was some doubt as to the necessity for maintaining Padloping as a continuing weather station, otherwise no difficulty was anticipated in meeting the 1950 target date.

With respect to the joint weather stations, the Department of Transport were now of the opinion that it was not necessary to establish a station on North Ellesmere Island (Alert) for at least one or two years.

40. The Chairman suggested that if the provisions of the Cabinet directive of 1947 in respect of the taking over of airfields and weather stations from the U.S. by 1950 were not going to be met, this should be reported to the government.

41. The Committee, after further discussion:

- (a) noted the Secretaries' report; and
- (b) agreed that the circumstances regarding the taking over of Frobisher, Chimo and Mingan, as outlined by Air Vice Marshal James and any changes in plan regarding Indianhouse Lake and Padloping weather stations be reported to the government.

VII. Emergency Planning for War Book Purposes; Special Canada-U.S. Border Arrangements

42. The Chairman stated that as a result of discussion at the November 23rd meeting, a Sub-Committee, composed of technical officers from interested departments, had been convened to make recommendations regarding Canada-U.S. border arrangements in wartime for inclusion in the Government War Book.

The report of the Sub-Committee had been circulated. (Secretary, Border Arrangements Sub-Committee memorandum, Document ND 22, dated March 4, 1949)

43. Mr. Reid pointed out that it appeared that a drafting change would be necessary in the proposed Order in Council regarding customs and excise arrangements where it was stated that "authority be granted under the War Measure Act for the relaxation of all statutes, orders, rules, regulations and instructions which restrict the free crossing of the border by aircraft, vessels, animals, vehicles, machines, equipment or supplies of the Armed Forces of Canada or the United States of America". The words "Canada or" should be deleted.

In connection with the view of the Sub-Committee that conversations should be held at some appropriate time with U.S. authorities with the object of putting arrangements on a reciprocal basis, it was the suggestion of the Department of External Affairs that these discussions be delayed until completion of present discussions on U.S. bases in Newfoundland.

44. The Committee, after further discussion:

- (a) approved for forwarding to the War Book Committee the report of the Sub-Committee on Special Canada-US Border Arrangements subject to the deletion of "Canada or" on page 2, para. 2, line 5 of the customs and excise Order in Council; and
- (b) agreed that determination of an appropriate time to discuss with U.S. authorities the question of putting customs excise and immigration arrangements on a reciprocal basis be left to the discretion of the War Book Committee.

VIII. Proposed Canada-US Winter Exercises 1949-50

45. General Foulkes reported that the US authorities had requested permission to carry out two Canada-US winter exercises in Canada; one in Alaska and Yukon to take place in January and February 1950 and the other at Churchill, to take place in February and March 1950. Permission had been granted to the U.S. authorities to undertake a reconnaissance for the first of these exercises commencing on March 10th. Canadian participation in the first exercise had been agreed to in principle by the Chiefs of Staff but further information on the Churchill exercise was being requested from the United States authorities prior to recommendation to the Government.

46. The Committee noted this report.

W. P. Chipman
G.H. Newsome
Wing Commander, RCAF

Joint Secretaries

Privy Council Office
March 10, 1949

5. The fifth meeting was held on Monday, December 19, 1949, at 3:00p.m., in Room 123, East Block.

Present:

Dr. H.L. Keenleyside, Deputy Minister of Mines and Resources (Chairman)
Mr. N.A. Robertson, Secretary to the Cabinet.
Mr. A.D.P. Heeney, Under Secretary of State for External Affairs.
Lieut-General Charles Foulkes, Chief of the General Staff,
Air Marshal W.A. Curtis, Chief of the Air Staff.
Mr. J.C. Lessard, Deputy Minister.
Air Vice Marshal A.T. Cowley, Director of Air Services, Department of Transport.
Mr. W.P. Chipman (Joint Secretary)
Commander G.A. LaRue, RCN, Privy Council Office (Joint Secretary)

Also Present:

Mr. J.R. Baldwin, Chairman, Air Transport Board.
Mr. C.C. Eberts, Department of External Affairs.
Lieut-Commander W.D.F. Johnston, National Defence (Navy).
Group-Captain C.L. Annis, RCAF, National Defence (Air Force).
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. E.A. Gardner, Department of Public Works.
Deputy Commissioner C.K. Gray, Royal Canadian Mounted Police.
Mr. A. Watson, Department of Transport.

I. Control and Operation of Remote Air Bases

1. The Committee had for consideration a memorandum from the Department of Transport (Air Services Branch) suggesting certain principles which might be applied in determining responsibility for the control and operation of remote air bases.

(Secretary's memorandum – Document ND 23)

This memorandum represented a broad statement of policy which if recommended by the Committee might serve to govern future relationship between the Department of Transport, the R.C.A.F. and other government departments with regard to control and operation of these airfields.

2. During the general discussion which followed, the following main points emerged:

- (i) the principle outlined in para 14 (a) was generally acceptable;
- (ii) para 14 (b) was acceptable to the Department of Mines and Resources;
- (iii) para 14 (c) was generally acceptable if amended to read as follows:

“Air bases intended for military purposes, or in which security is an overriding consideration, to be controlled or controlled and operated by the R.C.A.F. (R.C.N. where applicable).”
- (iv) para 14(d) was acceptable as a broad statement of policy. However, in the case of the Northwest Staging Route the R.C.A.F. would prefer to discuss with the U.S.A.F. any major change which was proposed;
- (v) In para 14(e), the reference was to the airfields in connection with the Joint Arctic Weather Stations. The R.C.A.F. was preparing plans for supplying these stations and until these were completed no firm statement of its policy could be made.¹⁵⁴
- (vi) The air strip at Baker Lake was being closed and in future landings could only be made by aircraft equipped with skis or floats.

3. The Committee, after further discussion;

- (a) agreed that the principles outlined in para 14 of the Department of Transport’s memorandum as amended in the light of the above discussion were acceptable; and
- (b) noted that before any major changes were undertaken regarding the operation and control of the Northwest Staging Route or Coral Harbour, the R.C.A.F. would consult with the U.S.A.F. in the former and the Department of Transport in the latter case.

¹⁵⁴ *Editors’ note:* the inconsistent use of semi-colons and periods in this list is in the original.

II. Northern Construction; Programme 1950-51

4. The Committee had for consideration a tabulation of the departmental northern construction programme for 1950-51, showing on an area basis the proposed construction activities and the department which it was suggested should assume responsibility for the work.

(Secretary's memorandum dated December 9 – Document ND-24)

5. The Chairman said that Mines and Resources agreed to the division of responsibility as proposed.

6. General Foulkes informed the Committee that the Army would undertake the work which had been assigned to it.

7. Air Marshal Curtis pointed out that the Air Force had a building programme in the North, but the activity was in locations where no other departments or agencies had any construction programmes. The Air Force was prepared to look after its own work.

However, in order to make the construction programme, as prepared by the Secretary, complete, a list of R.C.A.F. projects would be forwarded to him.

8. The Committee, after some further discussion, noted with approval the northern construction programme for 1950-51.

III. Transportation

(A) Transportation Sub-Committee

9. The Chairman recalled that the Transportation Sub-Committee had been set up to report on transportation requirements in the summer of 1948, and again in 1949, and to review the long-range transportation arrangements in the North. Reports had been submitted on the 1949 requirements and on long-term surface requirements. The more recently formed Air Supply Policy Sub-Committee was reviewing the long-term air requirements. It was now to be decided whether the sub-committee should be continued – with altered terms of references and, possibly, membership – or disbanded.

10. An explanatory note had been circulation.

(Secretary's memorandum dated November 30, 1949 Document ND-25)

11. Air Marshal Curtis pointed out that in this period of rapid expansion of government activities in the North, it would seem advisable to keep the Transportation Sub-Committee together. It might be that they could be joined with the Air Supply Policy Sub-Committee to avoid having two committees in the same field.

12. Mr. Baldwin suggested that Trans-Canada Air Lines, in view of the changed policy governing their activities, had little interest in the work of the sub-committee, and might be dropped from membership.

13. Group-Captain Annis said that National Health and Welfare had, through its nursing stations, a fairly large transportation requirement and consideration might be given to including them in the committee.

14. Mr. Robertson pointed out that, when set up, the successor departments to Mines and Resources should presumably be represented.

15. The Committee, after further discussion, agreed –

- (a) that the Transportation Sub-Committee should continue in existence to consider and make recommendation on such problems as might from time to time be referred to it; and
- (b) that its composition should be altered by the dropping of Trans-Canada Air Lines, and the addition of National Health and Welfare and representatives of the successor departments to Mines and Resources.

(B) Commercial Flying and Strategic Interests in the Canadian North

16. The Committee had before them a memorandum to the Cabinet from the Minister of Transport which was subsequently referred to them for consideration and report.

The Air Supply Policy Sub-Committee had commented on the three points of policy raised by Mr. Chevrier.

(Secretary's memorandum dated December 9, 1949 – Document ND-28)

17. Mr. Baldwin informed the Committee that the Air Transport Board lacked an overall directive on Government policy with respect to commercial flying in the North.

18. During the general discussion on the three queries raised in Mr. Chevrier's memorandum, the following points emerged:

- (i) It was generally agreed that government policy should be deliberately aimed at maintaining the maximum degree of control over air lines of communication and supply in the Canadian north whether for Canadian or U.S. bases.
- (ii) Cases of the U.S. Services contracting with U.S. commercial firms for work in Canada were few and the situation could not be considered as serious. It was pointed out that the existing regulations prohibited American commercial operators from undertaking such activities as air photography, etc., in Canada and it was suggested that the regulations should be strictly enforced.
- (iii) The R.C.A.F., while anxious to maintain jurisdiction over Department of National Defence air operations, only undertakes flying for other government departments and agencies when they are unable to obtain the services of commercial operators, and balances its own requirements for northern flying with the resources of its Air Transport Command. Thus, the general policy suggested in point (3) is in effect and is implemented from time to time as the occasion arises.

19. The Committee, after further discussion, agreed that a memorandum for Cabinet reporting on Mr. Chevrier's memorandum of the 28th of September, 1949, be prepared by the Air Transport Board in consultation with the Department of Transport (Air Services Branch) in the light of the above discussions.

(C) Transportation – Canadian Government Ice-Breakers

20. The Committee had for consideration memoranda from Transport and from the Chief of the Naval Staff concerning the progress made to date on the Canadian government ice-breakers.

(Secretary's memorandum, Document ND-27)

21. Mr. Lessard stated that the Department of Transport ice-breaker would be completed in 1951.

22. Lieutenant-Commander Johnston stated that the R.C.N. ice-breaker would be completed in the summer of 1952.

23. The Committee noted the reports from the R.C.N. and the Department of Transport with regard to the progress being made on construction of these ships.

IV. Northeastern Air Fields and Weather Stations

24. The Committee had for consideration memoranda from the Air Force and Transport outlining the present position and future plans for the Northeastern weather stations and associated air fields. It was proposed that all of the Northeastern weather stations should be taken over from the United States and operated by Transport by the late summer of 1950, with the possible exception of the station at Padloping. The airfields at Chimo and Mingan were to be taken over by the RCAF in 1949 and reduced to caretaker status. That at Frobisher is to be taken over on September 1, 1950 and will continue to serve as a main staging point between Goose Bay and Resolute Bay until such time as other arrangements are made for the re-supply of the far northern weather stations.

(Secretary's memorandum, dated Nov. 30 – Document ND-28)

25. Air Vice Marshal Cowley raised the question of the likelihood of reopening the bases at Mingan and Chimo once they were closed down.

26. Air Marshal Curtis said that the Air Force was now studying this subject and would consult with Transport on the standard of maintenance required and related topics.

27. Dr. Solandt inquired regarding the future organization at Chimo, pointing out that the ionosphere¹⁵⁵ station had been located at some distance from the airfield, in order to avoid interference with the operation of the radio range. If the air station was to be permanently closed down, it might prove possible to move the ionosphere station to a more accessible location.

28. The Committee, after further discussion –

- (a) noted with approval the plans of Transport and the RCAF for taking over from United States authorities the Northeastern weather stations and associated airfields; and

¹⁵⁵ *Editors' note:* original reads "ionosphere."

- (b) noted that Transport would consult with the Air Force regarding the maintenance of Chimo and Mingan.

V. Proposed Itinerary: “C.D. Howe”

29. The Chairman informed the Committee that the “C.D. HOWE”, the Department of Transport vessel which was to replace the “NASCOPIE” and carry out the Eastern Arctic patrol would sail on her maiden voyage to the Arctic in the summer of 1950.

The question now arose as to whether or not Resolute Bay should be included in her itinerary.

The Northwest Territories Administration were of the opinion that in the interests of Canadian sovereignty, a token visit to Resolute Bay should be included in the proposed itinerary. Transport, however, considered that this would be impractical in that only a small amount of cargo could be carried which the Americans, as in the past, were prepared to handle. Transport went on to point out that there were serious difficulties which might be encountered in attempting to land this small cargo.

30. Air Marshal Curtis said that it would seem to be preferable to wait until the Transport ice-breaker would be able to accompany the “C.D. HOWE” before attempting to visit Resolute.

31. The Committee, after further discussion, agreed that in 1950 no attempt should be made to have the “C.D. HOWE” visit Resolute Bay but that, in view of the national importance of maintaining all evidences and acts of Canadian sovereignty, the question should again be considered as soon as the Transport ice-breaker is available to accompany the “C.D. HOWE”.

W. F. Chipman
G. A. LaRue
Commander, R.C.N.
Joint Secretaries

Privy Council Office,
December 20, 1949.

6. The sixth meeting was held on Monday, February 16, 1953, at 2:30 p.m., in the Privy Council Committee Room, East Block

Present:

Major – General H.A Young, Deputy Minister of Resource and Development (Chairman).
Mr. J.W. Pickersgill, Secretary to the Cabinet.
Mr. K.W. Taylor, Deputy Minister of Finance.
Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys.
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence.
Lieut-General. Charles Foulkes, Chairman, Chiefs of Staff Committee.
Dr. O.M. Solandt, Chairman, Defence Research Board.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police.
Mr. R.A. MacKay, Assistant Under Secretary of State for External Affairs.
Mr. A. Watson, Marine Superintendent, Department of Transport.

Mr. W.P. Chipman, (Joint Secretary)
Lt-Cdr. A.A. Beveridge, Privy Council Office (Joint Secretary)

Also present:

Mr. Andrew Thomson, Controller, Meteorological Service, Department of Transport.
F.J.G. Cunningham, Director, Northern Administration and Lands Branch, Department of Resources and Development.
Mr. R.A.J. Phillips, Privy Council Office.
Mr. G.W. Stead, Department of Finance.
Mr. G.W. Rowley, Defence Research Board.
Mr. W.H. Barton, Department of External Affairs.
Mr. A.C.W. Browne, Controller of Telecommunications, Department of Transport.

1. The Chairman informed the Committee that the purpose of the meeting was to bring the Committee up to date on northern development, and to report to the Cabinet as soon as possible respecting problems within the Canadian north. The Chairman gave the background and history of the committee's activities since its formation on January 19, 1948, under Cabinet authority, with terms of reference as follows:

“To advise the government on questions of policy relating to civilian and military undertakings in northern Canada and to provide for the effective coordination of all government activities in that area”.

A few meetings had been held but as the major questions required specialized consideration the Sub-Committee on Transportation and Construction had been more active.

Recently, the Cabinet had directed that the Committee should consider and report immediately, and periodically thereafter, on all phases of the development of the Canadian Arctic and on the means which might be employed to preserve or develop the political, administrative, scientific and defence interests of Canada in that area. He asked the Committee for views on the territorial limits implied in the terms of reference and the Cabinet directive.

2. The Secretary to the Cabinet reviewed the background of the Cabinet's concern about the Canadian north. Ministers had a genuine feeling of interest in this area but, unfortunately, incomplete knowledge of northern activities. There was also an apprehension of seeming encroachment upon Canadian sovereignty. The Cabinet wished to be informed of all activities in this area, to have periodic reports of proposed developments, to receive recommendations of what could be done to promote Canadian initiative, and to have Canada take the lead rather than be paced by the United States in areas of joint participation.

3. The Assistant Under Secretary of State for External Affairs stated that it might be useful to provide the members of the Committee with a list of US activities in the Canadian north. Steps could then be taken to assess the effect of these activities on Canadian sovereignty.

A study was being made of the question of territorial waters in the Canadian north but, as yet, no policy recommendations had been made.

4. The Chairman of the Defence Research Board said he felt that there was a question of initiative in the Arctic development problem. There appeared to be little or no real grounds for objecting to US activities. On every occasion the US had been more than willing to cooperate with Canada. The problem was to ensure that Canada's national interests were being adequately served. The US interest was solely the defence of North America. The Canadian problem required the development of a relationship between civil and military interests and the adjusting of military interests, where

possible to conform to present and projected civilian development. At present there was a lack of coordination which could have unfortunate results. Canada, too, was in a secondary position as a result of the accumulation of Arctic knowledge by the United States in fields such as transportation, logistics, communications and meteorology.

5. General McNaughton expressed the view that there was nothing sinister about US activities in Canada. He spoke of the long cooperation on the Permanent Joint Board on Defence and he sensed that it was US awareness and sensitivity to the increasing problem on the other side of the pole that spurred them in their efforts. If Canada failed to cooperate, or left undone those things considered vital by the US, they would find some other way to meet the problem. In the Board declaration of 1947, he recalled the provision for full cooperation, and the feature of a self-liquidation clause by which either party could participate as long as required and then withdraw. With respect to joint installations or facilities in Canada, ownership of the sites reverted to Canada on completion of operations. He expressed the strong view that Canadian interests must not be compromised by inaction.

6. Mr. Pickersgill stated that the US was obviously aware of the considerable resources being expended in Northern Russia, and were taking precautions commensurate with their intelligence appreciations. To illustrate his previous comment about Canadian initiative in the Arctic, he queried the need for the use of US facilities for working up Canadian statistics, - for example, in the weather stations. What was at the root of the problem of Canada not taking the initiative -- personnel, salary limitations, the priority on departmental estimates for the Arctic?

7. The Deputy Minister of Finance agreed that in the preparation of departmental estimates the Arctic was a fringe problem. He asked if the Committee was of the opinion that a higher priority should be assigned to northern development.

8. General Foulkes, speaking of the defence aspect, suggested caution in attempting to assume too great a share of defence and related activities in the Canadian North. Pressure had been evident concerning some elaborate schemes in the recent past. It might be that some formula could be worked out to ensure that Canada was not bearing a disproportionate financial burden. Emphasis should be laid on joint responsibility in every aspect. It did not seem, however, that Canadian sovereignty was in jeopardy.

It was apparent that some arrangement was needed to collect, collate and disburse information respecting the Canadian North. A panel might be set

up to examine the requirements that were now lacking and to act as a central information agency.

9. Mr. Pickersgill emphasized the need to ensure that the civilian activities in the North were predominantly Canadian. He noted that there was a disproportionate amount of funds spent by the United States and Canada on certain activities.

10. The Controller of Meteorological Services stated that though there was a difference in the, amount of money spent by the weather services of the two countries, the ratio of personnel was maintained as close to fifty-fifty as possible. It was not a question of either country trying to increase the ratio in its own favour, but rather of filling vacancies by whichever country had the men available.

11. The Controller of Telecommunications said that it was the firm intention to take over, on September 1, 1953, the three loran stations in Newfoundland. No decision has been made about Padloping.

12. Dr. Solandt stressed the necessity of looking to the future in coordinating civil and military activities in areas of economic development.

13. The Commissioner of the Royal Canadian Mounted Police asked if any thought had been given to the potential of the inhabitants of the North -- training, development or adaptabilities, and so forth.

14. General Young outlined the plan of Resources and Development for education of the Eskimos over the next ten-year period. It was felt by his department that use could be made of the Eskimo, as they had considerable latent ability which could be developed gradually. Additional school facilities were being provided, including a high school for nursing and vocational studies.

15. The Marine Superintendent raised the question of sea transportation. He stressed the future, importance of the two icebreakers, now building, in maintaining a sea transport contact with Northern Canada, independent of the United States. Canada would be able to provide her own sea transport in the next year or so, as the men and knowledge were available, and the icebreakers would be shortly. For freight-carrying, Canada could use standard cargo vessels, as did the US, although it would be more satisfactory if specially strengthened ships could be provided. Some thought should be given in the near future to this question and that of the part which Canada should play, not only in the resupply of Canadian installations but also of

joint Canada-US installations, in the Arctic.

The Department of Transport had been nominated during the early stages of the Committee's activities as coordinator for government agencies of sea transport to Northern Canada. Coordination, as far as civilian government departments were concerned, had worked extremely well and effected a considerable saving in transportation costs. The annual effort involved about 3,000 tons of freight for ten departments being carried to approximately thirty-five locations. The only breakdown in coordination was caused by the RCAF making their own independent arrangements for their requirements.

16. General Foulkes said that there would be advantages in having the Transportation Sub-Committee, with the Chief of the Naval Staff and Chief of the Air Staff in attendance, discuss the coordination of transportation requirements and the role of the RCN icebreaker. Recommendations from the Sub-Committee would have considerable weight.

17. Mr. Pickersgill stated that there was evidence of the need for vesting executive authority in one person who would, as his prime responsibility, ensure coordination of all similar requirements and facilities, both civil and military. Unfortunately, a panel - even permanently staffed - was unable to perform such a task satisfactorily. One person could ensure that the right things were done and could be held accountable for action or inaction.

It was of interest that Citizenship and Immigration was considering the possibility of authorizing senior civil servants in Northern Canada to carry out certain functions under the Immigration Act.

18. Mr. MacKay remarked that the function of the Advisory Committee on Northern Development was to prepare a comprehensive statement about activities, both Canadian and foreign, in Northern Canada. This statement, he felt, should be prepared under the guidance of Resources and Development. All other departments should keep Resources and Development fully informed respecting their activities in the North and of any new developments that were being considered.

19. Mr. Pickersgill suggested that the Committee render an interim report to Cabinet through the Minister of Resources and Development, incorporating the nature and scope of the discussions and conclusions reached at this stage.

20. The Committee, after considerable further discussion:

(a) noted:

- (i) the reports on departmental activities tabled by the Deputy Minister of Resources and Development, the Deputy Minister of Mines and Technical Surveys, the Deputy Minister of Transport, the Chairman of the Chiefs of Staff, the Chairman of the Defence Research Board and the Commissioner of the R.C.M. Police;
- (ii) that, for the purposes of the Committee, Northern Canada should be defined as the Yukon Territory and the Northwest Territories, together with, when appropriate, those portions of Ungava and Labrador where activities of interest to the federal government might be taking place;
- (iii) that the Department of Transport was planning to take over the three loran stations in Newfoundland on September 1, 1953;
- (iv) that the question of vesting senior civil servants at northern posts and stations with certain functions under the Immigration Act was under consideration by the Department of Citizenship and Immigration; and
- (v) that Clause 5 of the statement made by the Prime Minister on February 12, 1947, respecting the security relationship between Canada and the United States in North America —

“5. As an underlying principle all cooperative arrangements will be without impairment of the control of either country over all activities in its territory”

should be included in the preamble to each agreement reached with another country for activities in Northern Canada; and

(b) agreed:

- (i) to recommend to Cabinet, through the Minister of Resources and Development, that the Department of Resources and Development assume sole responsibility for coordinating activities in the Yukon Territory and Northwest Territories, with executive authority subject to the approval, as necessary, of the Governor in Council;
- (ii) that the Department of Resources and Development, together with the Secretaries of the Committee, prepare for consideration at the next meeting the comprehensive report on Canadian and foreign activities in Northern Canada required by the Cabinet;
- (iii) that the question of the reconstitution or establishment of sub-committees, with appropriate terms of reference and membership, for consideration of such problems as transportation, recruitment and training of personnel, the establishment of a central agency for the collection of Arctic information and the preparation of an information booklet for travellers to the Canadian North, be considered at the next meeting; and
- (iv) that the Committee would meet again on Monday, March 16, at 2:30 p.m., in the Privy Council Committee Room.

W. P. Chipman,
A. A. Beveridge,
Joint Secretaries.

Privy Council Office,
February 23, 1953.

7. The seventh meeting was held on Monday, March 16, 1953, at 2:30 p.m., in the Privy Council Committee Room, East Block, Ottawa.

Present:

Major-General H.A. Young, Deputy Minister of Resources and Development (Chairman)
Mr. J.W. Pickersgill, Secretary to the Cabinet.
Mr. L. Dana Wilgress, Under Secretary of State for External Affairs.
Mr. K.W. Taylor, Deputy Minister of Finance.
Mr. J.-C. Lessard, Deputy Minister of Transport.
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence.
Lt. General Charles Foulkes, Chairman, Chiefs of Staff.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police.
Mr. E.L. Davies, Vice-Chairman, Defence Research Board.
Dr. G.S. Hume, Director-General of Science Services, Department of Mines and Technical Surveys.

Mr. W.P. Chipman, Privy Council Office, (Secretary)

Also present:

Mr. Andrew Thomson, Controller, Meteorological Services, Department of Transport,
Mr. F.J.G. Cunningham, Director, Northern Administration and Lands Branch, Department of Resources and Development,
Mr. R.A.J. Phillips, Privy Council Office,
W.H. Barton, Department of External Affairs,
Mr. G.W. Stead, Department of Finance.

I. Minutes of the Sixth Meeting

1. The Committee approved the minutes of the sixth meeting.

II. Interim Report to the Cabinet

2. The Chairman informed the Committee that, following the sixth (February 16) meeting, an interim report had been made to the Cabinet by

the Minister of Resources and Development. Mr. Winters had outlined some of the problems of increasing importance in the development of the Arctic and had recommended that four sub-committees, at a senior level, be established under the Advisory Committee, as follows:

| <u>Sub-Committee</u> | <u>Chairman</u> |
|--------------------------|--|
| Transportation | - Deputy Minister of Transport |
| Research and Development | - Deputy Minister of Resources and Development and Commissioner, Northwest Territories |
| Administration | - Commissioner RCM Police |
| Construction | - Director of the Division of Building Research, National Research Council. |

Mr. Winters concurred with and submitted the recommendation of the Advisory Committee that the Department of Resources and Development be vested with the sole responsibility for coordinating activities in the Yukon Territory and the Northwest Territories, with executive authority subject to the approval, as necessary, of the Governor in Council; and that the President of the National Research Council be added to the membership in the Advisory Committee.

The Cabinet had approved these recommendations.

3. The Committee noted the Chairman's report.

III. Activities in Northern Canada

4. The Committee had for consideration a report to the Cabinet on activities in Northern Canada which summarized the functions of departments and agencies in the Northwest Territories and the Yukon Territory and contained sections on proposed official US activities and the role of the Hudson's Bay Company;

An explanatory memorandum (Draft memorandum to Cabinet, undated, from the Chairman, Advisory Committee on Northern Development) had been circulated.

5. The Deputy Minister of Finance pointed out that some departmental

reports appeared to go into considerably more detail than others - in some cases listing functions which were performed in Ottawa although connected with the North. If a revision of the report were to be made at a later date, an effort might be made to place all departmental reports on a common basis.

6. The Controller of the Meteorological Service said that in the report on his Service it was not mentioned that Canada provided the surface weather forecasting equipment at the Joint Arctic Weather Stations.

7. The Chairman, Canadian Section, Permanent Joint Board on Defence added that the National Defence appendix used a different definition for "Northern Canada" from that agreed to by the Committee at the previous meeting. A correction might be made to the report.

8. The Under Secretary of State for External Affairs said he was impressed by the extent of government activities in Northern Canada, as indicated in the report, but wondered what the Committee's next step should be. It would appear that an analysis of government activities, and of US activities, would be required in order to match the increased US defence interest in Northern Canada and to anticipate - and if possible undertake ourselves - the actions which the United States might request.

9. The Chairman, Chiefs of Staff, said that the success of the Committee and of its sub-committees would depend largely upon the initiative of External Affairs, National Defence and the Permanent Joint Board on Defence in keeping the committees in the picture as far as projected US activities were concerned.

10. General McNaughton said that he was disturbed by two aspects of the National Defence report where it was indicated that the Army had some thought of withdrawing from the maintenance of the Northwest Highway System and reducing the operations of the Northwest Territories and Yukon Radio System.

11. General Foulkes said that it was National Defence policy not to extend its activities beyond those required for defence purposes. National Defence was not planning to cut down the total of activities in the north, but rather to hand over certain of its activities which were not strictly a defence requirement to other government agencies.

12. The Secretary to the Cabinet suggested, since a number of changes might from time to time be required in the report, that the Committee might meet once a month in order to discuss these changes. It would be

important that departments submit amendments promptly in order that the report could be kept up to date.

13. The Committee, after further discussion:

- (a) noted with approval the report to the Cabinet on activities in Northern Canada; and
- (b) agreed that:
 - (i) departments and agencies would submit promptly to the secretaries any amendments to the report necessitated by altered programmes;
 - (ii) the report would be kept up to date by the issue of additions and amendments, as required; and
 - (iii) the Committee would meet at regular intervals of not greater than one month to consider reported changes in departmental programmes.

IV. Project Counterchange

14. The Chairman Chiefs of Staff, explained the background and present plans for the establishment of a chain of experimental early-warning radar stations in Northern Canada. The project had arisen out of a study made by US scientists of early-warning radar for continental defence. Based on this study, a report had been prepared by United States and Canadian representatives which, in the United States,¹⁵⁶ was so vigorously pressed by the civil defence agency that it was decided to allocate funds for the establishment of an experimental three-station chain of early-warning stations of which one would be in Canada and two in Alaska. If the experimental chain were successful, it was understood that the United States would wish to go ahead with the establishment of a chain of thirty-five to forty early-warning stations across the northern part of the continent, at an estimated cost of \$300 million.

The value of such a radar chain was open to doubt and, from the defence point of view, the implications of the development could be very serious.

¹⁵⁶ *Editors' note:* the phrase "by United States and Canadian representatives which, in the United States" is crossed out in the original and replaced by a handwritten note stating "by US representatives and".

Canadian approval of the US request had therefore been limited to the establishment, under certain conditions, of the one station in the experimental chain and was clearly without prejudice to our position with respect to the establishment of the complete chain.

A Canada-United States study group was being set up to consider the whole problem of air defence. The RCAF was tentatively designated as the responsible Canadian agency, both in the study group and in the establishment of the experimental stations. It was planned that a Counterchange Office would be opened in Ottawa which would handle all details of Canadian participation in the scheme.

15. The Chairman, Canadian Section, Permanent Joint Board on Defence, added that Canadian contractors would have an opportunity to submit tenders both for the building and the equipping of the stations.

16. The Committee noted the report of the Chairman, Chiefs of Staff.

V. Sub-Committees and Secretariat of ACND; Establishment and Operation

Sub-Committees

17. The Chairman suggested the representation and level of the Cabinet-approved sub-committees of ACND, as follows:

Transportation Sub-Committee

| | |
|--------------------|--|
| <u>Chairman</u> -- | Deputy Minister of Transport |
| <u>Members</u> -- | Vice Chief of the Naval Staff; Director of Supplies and Transport (Army); Vice Chief of the Air Staff; Resources and Development; Mines and Technical Surveys; Transport; Northern Transportation Company (1947) Limited. |

Construction Sub-Committee

| | |
|--------------------|---|
| <u>Chairman</u> -- | Director of Building Research, National Research Council. |
| <u>Members</u> -- | Assistant Chief of Naval Technical Services (Works); Quartermaster General; Chief of Construction Engineering, RCAF; |

Fisheries;
Public Works;
Resources and Development;
Transport;
Northwest Territories Power Commission

Administration Sub-Committee

Chairman -- Commissioner, RCM Police
Members: - Chief of Naval Personnel;
Adjutant General;
Air Member for Personnel, RCAF;
Citizenship and Immigration (Indian Affairs);
National Health and Welfare (Indian Health Services)
Public Works;
Resources and Development;
Transport.

Research and Development Sub-Committee

Chairman - Deputy Minister of Resources and Development and Commissioner, Northwest Territories.
Members: -- Chief of the Naval Technical Service;
Vice Chief of the General Staff;
Air Member for Technical Services, RCAF; and
Representatives of other departments and agencies now represented on the Arctic Research Advisory Committee.

The representation of civilian government departments should probably be at the Deputy Minister, Assistant Deputy Minister or Head of Branch level. Specific appointments have been suggested in the case of the Armed Services in order to present a guide as to the actual selection. It would, of course, be understood that the chairmen of the sub-committees would have the power to add to their membership, as appropriate.

An explanatory memorandum (Document ND-37) had been circulated.

18. The Chairman, Chiefs of Staff, said that Service membership could be discussed at the March 19 meeting of the Chiefs of Staff Committee.

19. The Commissioner, R.C.M. Police, said he would submit proposed terms of reference for the Administration Sub-Committee at the next meeting of the Advisory Committee,

20. The Deputy Minister of Transport pointed out that the Transportation Sub-Committee should look into the quest: of the operational role of the RCN Icebreaker.

21. The Under Secretary of State for External Affairs asked when the sub-committees might be expected to make reports.

22. The Committee, after considerable further discussion, noted:

- (a) the proposed membership in, and level of, representation on the four sub-committees of ACND;
- (b) that the chairmen of the sub-committees would have the power to add to their membership;
- (c) that the Chairman of the Administration Sub-Committee would submit the proposed terms of reference of his Committee to the next meeting of ACND;
- (d) that the Transportation Sub-Committee should be established at an early date and report to an early meeting of ACND on transportation problems;
- (e) that the Research and Development Sub-Committee should, in general, retain the terms of reference and membership of the Arctic Research Advisory Committee, with the exceptions that the Service representation would be at a higher level and that there would be a broadening of scope to consider all government research and development programmes in Northern Canada; and
- (f) that the remaining two sub-committees should be established as soon as possible after the setting up of the new ACND Secretariat.

Coordinating Secretariat

23. The Secretary to the Cabinet suggested that the establishment and terms of reference of the Coordinating Secretariat be settled by a small group consisting of the Deputy Minister of Resources and Development, the Deputy Minister of Finance and himself.

24. The Committee, after some discussion:

- (a) approved in principle that a Coordinating Secretariat be set up as soon as possible - the details of the establishment and terms of reference to be settled between the Deputy Minister of Resources and Development, the Deputy Minister of Finance and the Secretary to the Cabinet.

VI. Collection of Arctic Information

Establishment of Central Agency

25. The Chairman proposed that a section consisting of an Administrative Officer, Grade IV, a Librarian, Grade II and Stenographer, Grade IIB be established in the Northern Administration and Lands Branch of the Department of Resources and Development, to act as a central agency for the correlation and dissemination of information about Northern Canada.

An explanatory memorandum (Document ND-38) had been circulated.

26. The Secretary reported that information had been received to the effect that an office had been established within the United States Department of Defense for the collection, evaluation, cataloguing and disseminating of Arctic, sub-Arctic and low-temperature information.

An explanatory memorandum (Chairman, Chiefs of Staff, March 13, 1953) was circulated.

27. The Committee:

- (a) noted the Secretary's report; and
- (b) approved in principle the setting up of a central agency for the collection of Arctic information details of the establishment to be settled between the Deputy Minister of Resources and

Development, the Deputy Minister of Finance and the Secretary to the Cabinet.

VII. Migration Procedures in Northern Canada

28. The Secretary reported that the Secretary to the Cabinet had suggested to the Minister of Citizenship and Immigration that senior Canadian government officials at installations in the Arctic be vested with certain immigration functions and that Mr. Harris had replied that he could see no difficulty in recognizing as immigration officers government officials in the north.

An explanatory memorandum (Document ND-39) had been circulated.

29. The Committee:

(a) noted that there would appear to be no difficulty in appointing certain government officials in Northern Canada as immigration officers; and

(b) agreed to refer the problem to the Administration Subcommittee for consideration and preparation of recommendations.

VIII. Date of Next Meeting

30. The Committee agreed to meet again on Monday, April 13, 1953, at 2:30 p.m., in the Privy Council Committee Room, East Block, Ottawa.

W.P. Chipman,
Joint Secretary.

Privy Council Office,
March 20, 1953.

8. The eighth meeting was held on Monday, April 13th, 1953, at 2:30 p.m., in the Privy Council Committee Room, East Block.

Present

Major-General H.A. Young, Deputy Minister of Resources and Development (Chairman).

Mr. J.W. Pickersgill, Secretary to the Cabinet.

Mr. L. Dana Wilgress, Under Secretary of State for External Affairs.

Mr. K.W. Taylor, Deputy Minister of Finance.

Mr. J.-C. Lessard, Deputy Minister of Transport.

Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Dr. O.M. Solandt, Chairman Defence Research Board.

Vice-Admiral E. R. Mainguy, RCN., Chief of the Naval Staff .

Mr. R.F. Legget, National Research Council.

Mr. J.R. Kirkconnell, Department of Mines and Technical Surveys.

Mr. W.P. Chipman, Privy Council Office (Joint Secretary)

Lt-Cdr. (S) A.A. Beveridge, RCN, Privy Council Office (Joint Secretary)

Also present:

Mr. F.J.G. Cunningham, Department of Resources and Development.

Mr. R.A.J. Phillips, Privy Council Office.

Mr. G.W. Stead, Department of Finance.

A/C H.H.C. Rutledge, RCAF, Department of National Defence.

Captain C.C.S. Robertson, RCN, Department of National Defence.

I. Minutes of the Seventh Meeting

1. The Committee approved the minutes of the seventh meeting.

II. Arctic Re-Supply; Resolute, 1954

2. The Chairman said that the Transportation Sub-Committee had given consideration to the problem of the annual sea supply of the posts and stations maintained in the Arctic by agencies of the Canadian government, and had found that satisfactory arrangements were now in effect for the regular supply of the establishments located in Labrador, Hudson Strait, Hudson Bay, Baffin Island and southern Ellesmere Island. The only stations in the eastern Arctic that were not supplied by vessels operated or chartered by the Canadian government were the joint Arctic weather stations at

Resolute, Eureka and Alert.

The Sub-Committee reported that the requirements for the supply of Resolute were one icebreaker, 1 cargo ship capable of carrying about 2,000 tons of freight and a tanker with the capacity for about 2,500 tons of bulk petroleum products. Eureka could be supplied by one icebreaker. For Alert, on the other hand, it was considered that two icebreakers were the minimum required.

The Sub-Committee had not been able to obtain the assurance of the Royal Canadian Navy that HMCS LABRADOR could be made available each year for Arctic supply purposes. It had, however, recommended that, subject to the expedient in 1954 of making arrangements for chartering the cargo-carrying vessel or vessels required, Canada should take over with the Department of Transport icebreaker the supply of Resolute in 1954 and following years.

An explanatory memorandum (Chairman, Transportation Sub-Committee, April 8, 1953 - Document ND-40) had been circulated.

3. The Chairman added that the question of the operational role of the RCN icebreaker should be clarified. The Chairman, Canadian Section, Permanent Joint Board on Defence, had previously indicated that the Navy icebreaker had been authorized on the understanding that she would be used for re-supply purposes.

4. Mr. Stead confirmed that at the time this had been the Treasury Board understanding.

5. The Chairman of the Defence Research Board pointed out that the RCN icebreaker had been authorized before the Transport icebreaker. It was likely therefore that the provision of a second icebreaker had permitted changes in the role of the RCN icebreaker.

6. The Chief of the Naval Staff said that the RCN would be glad to assist for a period of approximately three weeks each summer in the supply of the joint Arctic weather stations. HMCS LABRADOR had been built as a naval vessel and it was planned that she should be used for naval purposes, including general research into ice and water conditions, meteorology and hydrography. It was hoped that she would spend the period from May to November each year in Arctic waters. The weather stations supply operation could undoubtedly be satisfactorily worked into her programme each year.

Since there might, however, be a conflict between the two roles of HMCS LABRADOR, it would seem reasonable that her research programme be worked out by the Research and Development Sub-Committee and her supply programme by the Transportation Sub-Committee. If the need should arise, questions might be resolved by the main Committee.

7. The Deputy Minister of Finance asked what the estimated cost of the re-supply operation to Resolute with chartered vessels might be.

8. The Deputy Minister of Transport said that the Transportation Sub-Committee had felt that it was necessary to show the flag in high Arctic waters and, as a first step, had recommended that Canada undertake the supply of Resolute. With the assurance that the RCN icebreaker would be available, it was felt that eventually we should undertake the supply of Alert.

The cost of chartering suitable vessels for the supply of Resolute had not been fully worked out, but was expected to be of the order of \$100,000. If, at a later date, it was decided to build the required ship or ships, the cost might run to about \$2.5 million.¹⁵⁷ Since the government had spent over \$20 million on the two icebreakers, the additional cost necessary for Canada to undertake to supply the operations, was therefore small in comparison.

The Transportation Sub-Committee would look into the question of cost and report to the next meeting with figures in greater detail.

9. Dr. Solandt pointed out that, even with chartering vessels, the cost of the whole operation would be considerably more than the figure of \$100,000 which had been mentioned. While the cash outlay might appear small, the cost on a continuing basis would be considerably greater.

10. The Chairman said it was his view that Canada should aim at eventually taking over the entire re-supply operation in the North.

11. The Under Secretary of State for External Affairs agreed, and added that we should not be under any obligation to the United States for work which they carried out in the Canadian North.

12. The Secretary to the Cabinet said that while the project seemed desirable, it might be well not to make final decision until such time as more detailed cost figures were available. It seemed, for instance, that there would be advantage in chartering vessels each year rather than tying up a large

¹⁵⁷ *Editors' note:* the original read \$12.5 million.

capital sum in building or buying suitable ships.

13. The Committee after further discussion:

- (a) noted:
 - (i) the report of the Transportation Sub-Committee; and
 - (ii) that the Transportation Sub-Committee would develop and report on the cost of chartering - or of procuring - the vessel or vessels necessary for the re-supply of the joint Arctic weather stations;
- (b) approved in principle, subject to the provision of more detailed information on costs, that the Department of Transport icebreaker, together with the necessary ship or ships, undertake in 1954 and following years the re-supply of Resolute; and
- (c) agreed that the research programme of HMCS LABRADOR be worked out by the Research and Development Sub-Committee, the supply programme by the Transportation Sub-Committee and conflicts - if any - resolved by the Advisory Committee on Northern Development.

III. Administration Sub-Committee; Terms of Reference and Membership

14. The Chairman said that the Chairman of the Administration Sub-Committee had recommended that its terms of reference be as follows:

- (a) To provide specific information through the Secretariat on the administrative machinery operating in the North so that enquiries on administrative requirements now directed to various departments may be adequately dealt with.
- (b) To study the coordination of government administrative machinery in the North and to recommend improvements when weaknesses are found.
- (c) To examine the practices and policies governing employment generally at projects controlled directly or indirectly by the government.

- (d) To study questions arising from the employment of natives, both Eskimo and Indian, and to examine the desirability of recommending arranged movements of natives with a view to bettering their conditions.
- (e) To consider such other administrative questions as may be referred to it by the ACND or any other government department or agency.

The membership in the Sub-Committee might be as follows:

| <u>Department</u> | <u>Representative</u> |
|-----------------------------|---|
| National Defence | Deputy Chief of Naval Personnel Vice Adjutant General Deputy Air Member for Personnel |
| Resources and Development | Director, Northern Administration and Lands Branch. |
| Citizenship and Immigration | Director, Indian Affairs Branch |
| National Health and Welfare | Director, Indian Health Services. |

An explanatory memorandum (Secretary, April 7, 1953 - Document ND-41).

15. The Secretary to the Cabinet pointed out that nowhere in the terms of reference of the Sub-Committee was there any mention of the question of sovereignty. It would seem that this Sub-Committee would be the appropriate one for consideration of certain aspects of sovereignty problems.

If this were to be the case, it would be useful if External Affairs and the Privy Council Office could be represented on the Sub-Committee. It might be that the External Affairs officer on loan to the Privy Council Office could represent both departments.

16. The Under Secretary of State for External Affairs agreed to this proposal.

17. The Commissioner of the R.C.M. Police said it had been assumed that the Sub-Committee could add to its membership as required.

In answer to a question from Mr. Lessard, it was pointed out that the reference in paragraph (c) of the terms of reference was to construction projects.

18. The Committee noted with approval the proposed terms of reference

and membership of the Administration Sub-Committee, subject to the addition to the terms of reference of:

“(f) to consider from time to time reports on US activity in the Canadian North and to recommend measures which would contribute to the maintenance of Canadian sovereignty in the area”;

and the addition to the membership of an officer representing both the Privy Council Office and the Department of External Affairs.

IV. Security Regulations for the Canadian Arctic

19. The Chairman explained to the Committee that the Security Panel, in conjunction with interested federal departments, had prepared a draft of security regulations for the Canadian Arctic, based upon a new policy.

An explanatory memorandum (Secretary, April 7, 1953 - Document ND-42) had been circulated.

These regulations were to be reviewed again on April 14 by the Security Panel, at which time the onus of responsibility for implementing the new regulations would be discussed. This was a procedural change in consonance with the decision of the Cabinet on January 30, 1953, when the Department of Resources and Development had been assigned the “sole responsibility for coordinating activities in the Yukon Territory and the Northwest Territories”.

20. During the discussion, the question arose of the responsibility of designating “prohibited places” under The Official Secrets Act. It was suggested that when the final paper on security was prepared, it might be referred to the Advisory Committee on Northern Development, or, if time permitted, to the Sub-Committee on Administration, for review.

21. The Committee:

- (a) noted the proposed new policy on security in the Canadian North;
- (b) agreed to review the final paper of the Security Panel when prepared; and
- (c) directed the Secretaries to request that the Security Panel

determine the responsible authority for the designation of “prohibited places” as defined by The Official Secrets Act.

V. 1953 Summer Resupply Mission to the Joint Arctic Weather Stations; Canadian Observers

22. The Secretary to the Cabinet said he understood that Canada had been invited to send ten observers on the 1953 summer re-supply mission to the joint Arctic weather stations, and that Canadian departments and agencies had indicated that they wished to send only three. In view of the importance which was attached by the Government to the sovereignty question, it appeared - unless there were strong reasons to the contrary - that we should consider sending more than three.

An explanatory memorandum (Secretary, April 7, 1953 - Document ND-43) had been circulated.

23. Mr. Cunningham said that Resources and Development, because of personnel shortages, had not been able to nominate anyone this year.

24. The Commissioner, RCM Police pointed out that the Force had, in the past, sent observers, but this year, since an officer was being sent on the spring airlift to the joint Arctic weather stations, it was not felt that one could be spared for the re-supply mission.

25. Captain Robertson pointed out that there had been a strong feeling amongst the observers representing technical or scientific departments and agencies that their time on the re-supply mission was wasted since they had no control over the itinerary and found it difficult to get ashore for long enough to do much useful work.

The re-supply mission usually called at Halifax in the last week in July and returned to Boston the first week in September.

26. Mr. Kirkconnell said that the experience of Mines and Technical Surveys confirmed Captain Robertson’s observations about the value of sending scientific observers.

27. The Under Secretary of State for External Affairs said he would look into the question of nominating a junior officer from his department for the re-supply mission.

28. The Committee noted that departments concerned would explore the possibility of nominating observers for the 1953 summer re-supply mission to the joint Arctic weather stations.

VI. Padloping Island Radio Station

29. The Chairman directed the Committee's attention to a letter from the Deputy Minister of Transport in which it was stated that Transport, because of staff shortages, could not this year take over the operation of the radio station on Padloping Island.

An explanatory memorandum (Letter, Deputy Minister of Transport, March 24, 1953 - Document ND-44) had been circulated.

30. The Under Secretary of State for External Affairs noted that the original decision by the Cabinet was that this station was to be taken over from the United States Air Force in 1949-50, but that delay had been experienced each year since then in obtaining personnel. There was considerable concern over the deferment in External Affairs and it had been hoped that some solution might be advanced in order to relieve the United States of this operation in Canadian territory.

31. During the discussion it was pointed out that the Department of Transport had been directed recently to take over three loran stations in Newfoundland, and again the personnel problem was encountered. Various suggestions for the mitigation of shortage of trained personnel were discussed and the following proposals were considered to have merit:

- (a) personnel might be recruited in the United Kingdom to operate stations in Northern Canada;
- (b) junior administrative assistants of various Federal Government departments might be assigned to a tour of duty in a northern outpost on a minimum two-year basis, prefaced by a short technical course. By this interdepartmental cooperation, departments, in particular, and the government, would benefit from the broader knowledge and experience of potential administrators;
- (c) as an interim measure, the Department of National Defence might be able to assume the responsibility for the operation of Padloping Island Radio Station until the Department of

Transport could provide adequate civilian staff; and

- (d) selected Eskimos might be found who could be trained to man such stations as Padloping Island. A long-term plan for the employment of native Eskimos in their own areas had been referred to by the Chairman previously. (See Para, 14-Minutes of the February 16, 1953 meeting).

32. The Committee noted, after further discussion that:

- (a) the Department of Transport was unable to take over Padloping Island Radio station this year due to shortage of staff;
- (b) the representative of the Chairman, Chiefs of Staff (Vice-Admiral Mainguy) would enquire into the possibility of the Department of National Defence undertaking the operation of Padloping Island Radio Station until such time as the Department of Transport could supply civilian staff;
- (c) the Director, Northern Administration and Lands Branch, would enquire into the possibility of providing Eskimos who, when suitably trained, could man radio stations in the Canadian North; and
- (d) the Chairman would discuss the suggestion of assigning junior administrative assistants to a tour of duty in the Canadian North, with the Chairman of the Civil Service Commission.

VII. Joint Arctic Weather Stations; Visitors¹⁵⁸

33. The Committee noted that arrangements were in hand for a visit to the joint Arctic weather stations during the spring airlift, of a meteorological expert representing the Director of Research and Development, U.S.A.F., and an Arctic operations expert from the office of the Chief of Naval Operations.

(Letters No D-337, March 25, 1953 and No. 616, March 23, 1953, from the Canadian Embassy, Washington, - Document ND-45 refer).

¹⁵⁸ *Editors' note:* the original heading reads "Visitors; Visitors".

VIII. Airstrip Surveys at Alert, Eureka and River Clyde

34. The Chairman read a letter from the Chairman, Chiefs of Staff, stating that an unofficial approach had been made by the United States Air Force asking that they be permitted to survey the existing air strips at Alert and Eureka, and that they be permitted to survey for the possible establishment of an air strip at River Clyde. The Chiefs of Staff Committee had studied this request and were prepared to support it on military grounds.

An explanatory memorandum (Letter, Chairman, Chiefs of Staff, April 10, 1953 - Document ND-46) had been circulated.

35. During the discussion, it was pointed out that it was presumably a survey for “all weather” characteristics in each instance. As there were at present no alternative airstrips, except at Resolute, for aircraft destined to Thule from Goose Bay and air bases in continental United States, the USAF undoubtedly wished to survey these airstrips from the point of view of providing emergency and weather alternates.

36. The Committee, after further discussion, -

- (a) noted the unofficial request of the United States Air Force to survey the air strips at Alert and Eureka, and to survey for the possible establishment of an air strip at River Clyde, together with the support on military grounds, from the Chiefs of Staff; and
- (b) agreed that there was no objection to receiving a formal request from the United States for permission to undertake these surveys.

IX. Date of Next Meeting

37. The Committee agreed that the next meeting would normally be held on Monday, May 11, 1953, at 2:30 the Privy Council Committee Room, East Block, Ottawa.

W. P. Chipman,
A. A. Beveridge,
Joint Secretaries.

Privy Council Office,
April, 16, 1953.

9. The ninth meeting was held on Monday, May 11, 1953, at 2:30 p.m., in the Privy Council Committee Room, East Block, Ottawa.

Present

Major-General H.A. Young, Deputy Minister of Resources and Development. (Chairman).

Mr. J.W. Pickersgill, Secretary to the Cabinet (for Agenda Items V).

Dr. R.A. MacKay, representing the Under Secretary of State for External Affairs (For Agenda Items I, III and V)

Air Vice Marshal A.T. Cowley, representing the Deputy Minister of Transport.

Dr. G.W. Stead, representing the Deputy Minister of Finance

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys.

General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence.

Vice Admiral E.R. Mainguy, representing the Chairman, Chiefs of Staff.

Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Colonel G.M. Carrie, representing the Chairman, Defence Research.

Dr. E.W.R. Board Steacie, President, National Research Council.

Mr. A.A. Beveridge, Privy Council Office, (Secretary).

Also Present

Mr. F.J.G. Cunningham, Director, Northern Administration and Lands Branch, Department of Resources and Development.

Development

Mr. R.A.J. Phillips, Privy Council Office.

Mr. W.H. Barton, Department of External Affairs.

Mr. Alex. Watson, Marine Superintendent, Department of Transport.

Air Commodore H.H.C. Rutledge, Coordinator, Joint Staff, Department of National Defence.

I. Minutes of the Eighth Meeting

1. The Committee approved the minutes of the eighth meeting.

II. Business Arising Out of Eighth Meeting

2. The report of the sub-committee appointed to consider the establishment and terms of reference of the Coordinating Secretariat was made by the Chairman. The Committee unanimously agreed that Mr. G.W. Rowley, of the Defence Research Board, should be asked if he would be willing to head the new organization. Dr. Solandt had suggested that, should the appointment be accepted, all the non-defence Arctic activities of Defence Research Board be transferred to the Department of Resources and Development. The terms of reference and details of the organization would be discussed when the appointment was filled.

3. The Chief of the Naval Staff had enquired into the possibility of the operation of Padloping Island Radio Station by the Department of National Defence until the Department of Transport could supply civilian staff (Para. 32 - Minutes of 8th meeting). The RCAF had no men available for the purpose. The RCN, although not anxious to assume the commitment, would be prepared to supply eight radio operators after six weeks training, together with a radio technician, a stoker mechanic and a cook. The RCN still lacked many details on the requirements at Padloping. The Department of Transport estimated that about two years would be required before civilians could be made available to man this station.

4. The Committee expressed approval of the RCN offer and agreed:

- (a) that a memorandum should be submitted to the Cabinet recommending that the RCN take over responsibility for the operation of Padloping Island Radio Station from the United States as soon as suitable arrangements could be made; and
- (b) that, upon approval by the Cabinet, the Department of Transport and the Royal Canadian Navy arrange the details of transfer of the Padloping Island Radio Station from the USAF to the RCN as soon as possible.

5. The Chairman of the Sub-Committee on Administration reported that there would be no difficulty in the appointment of officials to act as Immigration and Customs officers in remote areas.

6. The Director Northern Administration and Lands Branch reported on Eskimo training programme. Three Eskimo were ready for training for technical employment in stations in the North. Approximately thirty-nine others, in due course, could be considered as good prospects. This source of

labour could be utilized by Transport at a number of outposts.

III. Frobisher Bay; U.S.A.F. Occupancy (Agenda Item V; Document ND-51 Circulated)

7. The Chairman referred to the Joint Agreement concluded by the RCAF and USAF on arrangements at Frobisher Bay. Although it was probably too late to consider the document, this arrangement, and the manner of concluding it, illustrated a fundamental weakness in liaison in northern matters among departments concerned. Departmental planning was bound to be exacerbated if, as was often the case, information was derived from rumours and stories from unofficial sources. The first news of RCN construction at Aklavik had come from the resident missionary; the first intimation of the USAF "taking over" Frobisher Bay had come from the RCMP constable stationed there.

It was apparent from these developments that the Advisory Committee was unknown except at the level of the Committee members. The Chairman emphasized that everyone in the government service having any responsibility for activities in Northern Canada should be informed both about the Committee and the new responsibilities of the Department of Resources and Development for coordinating information.

8. The Secretary to the Cabinet asked how the agreement had been made without the knowledge of all interested departments.

9. The Coordinator, Joint Staff, outlined briefly the background of the Agreement and the view of the RCAF on the division of housekeeping functions. The RCAF believed it generally appropriate for any branch of the Armed Forces to supply its own services. As the RCAF had not wished to act as a housekeeper for the USAF, the latter was allowed to acquire all buildings not used by the RCAF or Transport; these would probably be fully occupied until at least August, 1953. The RCAF had understood that Eskimos would be employed where practicable.

10. The Chairman, Canadian Section, Permanent Joint Board on Defence questioned the RCAF view on the allocation of housekeeping functions. In order to implement government policies for the maintenance of sovereignty, it might sometimes be necessary to take a flexible view of normal operating procedures. This agreement raised the question of the powers which the RCAF could, and would, exercise through the Commanding Officer at Frobisher Bay. These should be enumerated to ensure that command and control was still firmly in Canadian hands.

11. During the discussion, it was pointed out that the RCAF had provided medical services for Eskimos at Frobisher, although there was no obligation to do so. To ensure that this service was continued, Canada would either have to negotiate with the United States or provide Canadian medical staff.

12. The Chairman read a draft letter which he proposed to send to all Deputy Ministers in order to explain the functions of the Advisory Committee and the powers now vested in the Department of Resources and Development by the Cabinet. The letter asked that the Deputy Ministers ensure that all officials concerned in their departments be made aware of the need to create effective liaison through cooperation on matters relating to Northern Canada. Mention was made of the value of the proposed Information Center in supplying answers to departmental questions.

13. The Committee, after further discussion:

- (a) noted the RCAF - USAF Agreement (Frobisher Bay);
- (b) asked that a report be made to the Committee by the Chairman, Chiefs of Staff, clarifying:
 - (a) whether the USAF would employ Eskimos at Frobisher Bay;
 - (b) whether medical services could be continued by the USAF for Eskimos;¹⁵⁹ and
 - (c) whether certain buildings required by the Department of Resources and Development might be made available, and at what date; and
- (c) agreed that the Chairman send a letter to all Deputy Ministers outlining the position of the Advisory Committee and the Department of Resources and Development with respect to activities in Northern Canada.

¹⁵⁹ *Editors' note:* the USAF/RCAF inconsistency of this paragraph with paragraph 11 is in the original.

IV. Hydrographic Survey Requirements for the Eastern Arctic (Agenda Item I; Document ND-47 Circulated)

14. The Committee considered the report of the Chairman, Sub-Committee on Transportation, together with the report of the Dominion Hydrographer. The Sub-Committee had recommended that the Department of Mines and Technical Surveys be provided with a survey vessel and the equipment necessary to undertake the urgent demands for northern charting.

15. The Deputy Minister of Mines and Technical Surveys reported that the present basis of carrying out surveys on a priority basis with chartered vessels was unsatisfactory. There was a need for continuous and systematic hydrographic surveying throughout nearly all the northern waters. Without a survey vessel - constructed for the purpose at a cost of approximately \$2½ million - adequate charting in the north could not be carried out; vessels would be dependent upon incomplete and out-of-date Admiralty charts.

16. Dr. Stead said that the maintenance of sovereignty in Northern Canada would necessarily entail considerable cost. The dependence of Canada upon the United States for surveying and charting might lead to disputed sovereignty. The Department of Finance was sympathetic to the need for a survey vessel¹⁶⁰ for service in northern waters. The only question was that of timing. This would have to be considered by Treasury Board in light of other demands on the budget and on the economy at the time Estimates were considered, perhaps nine months hence. He would concur in a recommendation that this project was of high priority. He did not think that the recommendation of the Advisory Committee should attempt to commit the Board so far in advance.

17. In the course of discussion, it was pointed out that the need for further survey work was now evident on both economic and military grounds. Recently a mining company had been unable to reach its property at Rankin Inlet owing to the lack of adequate charting. The importance of the developments in Ungava also substantiated the need for completed charts of that area. Icebreakers, while of considerable assistance, could not be considered as alternatives for this type of work. It was considered important that the markers used by the US survey teams have inscribed at the top, the word CANADA when affixed to stones in Canadian territory. This has not been done in the past and might be the cause of differences of opinion in

¹⁶⁰ *Editors' note:* the remaining section of this paragraph appears to have been added as a revision. Underline in original.

the future. Information obtained by non-Canadian survey teams in Canada should be released only by Canada.

18. The Committee accepted the recommendation of the Sub-Committee on Transportation and --

- (a) directed that a memorandum be submitted to the Cabinet recommending that the Department of Mines and Technical Surveys be authorized to procure a survey vessel and the equipment necessary and suitable for work in northern waters and that funds be provided in the estimates for 1954-55;
- (b) agreed that the Departments of External Affairs and Mines and Technical Surveys should make appropriate arrangements to ensure that markers affixed in Canadian territory by non-Canadian survey teams be inscribed with the word CANADA at the top, followed by such information as is normally recorded;
- (c) agreed that information obtained by non-Canadian survey teams be released only by Canadians authorities.¹⁶¹

V. Loran Station; Cape Christian, Baffin Island (Agenda Item II - Document ND-49 Circulated)

19. The Chairman outlined the paper prepared on the United States request to establish a Loran station near Cape Christian on Baffin Island. The Chiefs of Staff had expressed no objection to the proposed construction.

20. Dr. MacKay said that the Department of External Affairs was not prepared to enter into a firm agreement with the United States at this stage, but would ask approval in principle for the United States request. (A draft aide memoire addressed to the United States Embassy was circulated). The Department of External Affairs did not wish to deny the United States request, although it might involve future commitments for Canada.

21. Air Vice Marshal Cowley asked that the Department of Transport be permitted to exercise control on the type and construction of buildings to be erected, in case the buildings were ever taken over by Canada. Extensive

¹⁶¹ *Editors' note:* in the original portions of this point were amended to read: "agreed that information obtained by non-Canadian survey teams not be released except with Canadian authorization."

modifications to United States buildings had often been required when they were occupied by Canadians.

22. The Committee, after further discussion:

- (a) agreed in principle to the United States request for permission to erect a loran transmitting station at Cape Christian, on Baffin Island;
- (b) approved, with minor modifications, the proposed aide memoire drafted by the Department of External Affairs;
- (c) asked that a memorandum be submitted by the Department of External Affairs to Cabinet Defence Committee recommending that the Canadian Government give approval, in principle, to the establishment by the United States Coast Guard of a loran station at Cape Christian, Baffin Island, and that rights of entry to the selected site be granted to the United States Coast Guard in order to carry out preliminary construction work in 1953, on the understanding that the detailed written terms and conditions remain to be negotiated; and
- (d) recommended that the agreement to be negotiated contain the following conditions:
 - (i) The Department of Transport to reserve the right to control and design and construction of buildings to be erected;¹⁶²
 - (ii) Canadian vessels to be assured of rights of entry and use of port facilities when required;
 - (iii) All business, including employment, affecting the interests of Eskimos to be conducted through the agency of an official of the Canadian Government, to be designated by the Department of Resources and Development; and

¹⁶² *Editors' note:* the bulleted items in this list use Arabic numerals, but have been changed to Roman numerals here for consistency.

- (iv) Canada to reserve the right to appoint a Canadian Commanding Officer.

VI. Arctic Resupply; Resolute, 1954 and Following Years (Agenda Item II - Document ND-48 Circulated)

23. The Committee considered the recommendation of the Chairman of the Sub-Committee on Transportation that the Department of Transport be authorized to plan, build and operate a strengthened vessel of approximately 3,000 tons cargo capacity to be used in conjunction with a chartered tanker for the annual resupply of Resolute, and, as appropriate, other Arctic, Labrador and Newfoundland posts and settlements.

24. Dr. Stead agreed that it was desirable to acquire a suitable cargo vessel to work with the icebreakers. If Canada were able to undertake the supply of Resolute, it was logical to supply Eureka as well. The U.S. Task Force could supply Alert, which was an extension of the sea line to Thule.

25. In the course of the discussion it appeared that, in the interests of sovereignty and control in the Canadian North, steps should be taken to commence the supply of the northern bases. Two sea routes were involved, one to Thule in Greenland and then on to Alert on Ellesmere Island, and the other to Resolute and on to Eureka. As the United States have considerable interest in Greenland, it seemed that this supply line should, for the time being, remain the responsibility of the United States. Canada might assume the responsibility for the sea supply of Resolute and Eureka, thereby carrying the flag into the interior of the Archipelago and the United States would be concerned only with the fringe.

It was pointed out that a cargo vessel, although a valuable asset, was less urgent than the survey vessel. There still were alternative methods of supplying northern bases, such as the United States Task Force and the Spring Airlift.

Both the Department of Transport and the Royal Canadian Navy icebreakers would be required to assist in the resupply mission. The future employment of the naval icebreaker was at present under discussion. It seemed likely that the naval icebreaker could be made available for a three-week period during the navigation season, when the first priority would be to assist the Department of Transport in the annual sea supply of northern bases. The second priority at this time was to aid in the activities of the Department of National Defence, particularly research.

26. The Committee, after further discussion:

- (a) considered the acquisition of a cargo vessel to be a good idea, but was not prepared to accept the recommendation of the Sub-Committee on Transportation at this time, but would review the requirements for a cargo vessel at a later date;
- (b) agreed that Canada accept the responsibility for the sea supply of Resolute and Eureka in 1954, and during the following years;
- (c) directed that a memorandum be submitted to the Cabinet recommending that Canada assume the responsibility of the annual resupply by sea of Resolute and Eureka in 1954 and the following years;
- (d) directed that, upon approval by the Cabinet, the Department of Transport and the Royal Canadian Navy arrange the details of:
 - (i) the employment of both icebreakers on the supply route to Resolute and Eureka;
 - (ii) the chartering of a vessel of approximately 3,000 tons cargo capacity and a tanker; and
 - (iii) the assumption of the annual resupply by sea of Resolute and Eureka during 1954, and following years.

VII. Canadian and United States Personnel in Northern Canada (Agenda Item VI - Document ND-52 Circulated)

27. The Committee noted the map outlining the present and projected disposition of Canadian and United States personnel at bases in northern Canada. The deletion of Cape Dyer was noted and the figures of US personnel at Cape Christian were increased to forty.

VIII. Arctic Information; Foreign-Language Publications (Agenda Item IV - Document ND-50 Circulated)

28. Mr. Phillips emphasized the desirability of exploiting fully the Arctic information contained in foreign-language publications. He stressed the need for careful use of both procurement and translation facilities, particularly in the case of Russian-language publications. Though publications were being received in many departments, it was possible that

improvements could be made in the circulation of translated material, and there was some reason to hope that coordination in ordering might result in the procurement of more material without duplication of effort. A preliminary study of the problem might be undertaken by the Administration Sub-Committee before the Information Center was established, as the present international situation might favour the possibility of obtaining some foreign publications not available in the past. The supply and use of foreign-language publications containing Arctic information might later be kept under review by the proposed Information Center.

29. The Committee agreed that the Sub-Committee on Administration should examine the procurement, supply, translation and circulation of foreign-language publications containing Arctic information, and report to the Committee.

IX. Cold Weather Information; U.S. Agency (Agenda Item VII - Document ND-53 Circulated)

30. The Committee noted the report of the Joint Secretary and agreed that the report be forwarded to the Organization and Methods Division of the Civil Service Commission for evaluation of the system described and on its suitability and usefulness as a component of the proposed Information Center.

X. General Information; Northern Canada (Agenda Item VIII - Document ND-54 Circulated)

31. The Committee noted the following items:

- (a) Granting of permission for a United States Coast and Geodetic Survey Party to enter Canadian territory in the vicinity of Rampart House on the Porcupine River, approximately five miles east of the Alaska-Canada boundary;
- (b) Granting approval for a joint United States-Canadian expedition this summer to the Beaufort Sea and adjacent waters; and
- (c) Proposed Smithsonian Institution Expedition to Ellesmere Island, 1953.

XI. Next Meeting

32. The Committee agreed to meet at 2:30 p.m., on Monday, June 15, 1953, in the Privy Council Committee Room, East Block, Ottawa.

A. A. Beveridge,
Joint Secretary.

Privy Council Office,
May 15, 1953.

10. The tenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2130 p.m. on Monday, June 15, 1953.

Present:

Major-General H.A. Young, Deputy Minister of Resources and Development (Chairman)

Mr. M. Boyer, Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton,, Chairman, Canadian Section, Permanent Joint Board on Defence,

Lieutenant-General Charles Foulkes, Chairman, Chiefs of Staff,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Dr. O.M. Solandt, Chairman, Defence Research Board.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs,

A/V/M A.T. Cowley, representing the Deputy Minister of Transport,

Dr. G.W. Stead, representing the Deputy Minister of Finance,

Dr. R.F. Legget, representing the President of the National Research Council,

Mr. R.A.J. Phillips, representing the Assistant Secretary to the Cabinet.

Mr. A.A. Beveridge, Privy Council Office (Secretary)

Also Present:

A/V/M F.R. Miller, Vice Chief of the Air Staff (For discussion of Item II(b)),

Air Commodore W.I. Clements, R.C.A.F., Department of National Defence, (For discussion of Item III),

Mr. G.W. Rowley, Defence Research Board,

Mr. W.H. Barton, Department of External Affairs,

Mr. J.E. Devine, Department of Transport,

Mr. C.J. Marshall, Department of Resources and Development.

I. Minutes of the Ninth Meeting

1. After accepting an addendum to paragraph 16, page 4, the Committee approved the minutes of the ninth meeting.

II. Business Arising Out of the Minutes

II(a). Hydrographic Survey Requirements; Eastern Arctic; Survey Vessel (See Document ND-47) (Confidential)

2. With reference to Item IV of the ninth meeting the Chairman reported that the Cabinet had considered the Committee's recommendation for the acquisition of a survey vessel for the Department of Mines and Technical Surveys. The Cabinet had approved the recommendation and authorized Mines and Technical Surveys to bring the plans and specifications of the survey vessel up to date. The Cabinet considered it expedient, however, to defer a decision on the timing of construction until the departmental estimates were under review. At this time the relative priority and the load on the shipyards could be assessed.

3. Dr. Stead said that since it was difficult to forecast the budgetary and economic situation at the time the estimates would be considered, the Department of Finance had recommended deferring consideration of the timing of construction in order that the project could be timed and given relative priority with other projects of similar status. When an item to cover this project was included in the estimates of the Department of Mines and Technical Surveys, the approval in principle that had been given by Cabinet and the views of the Advisory Committee on Northern Development as to urgency would ensure that special consideration would be given to it. The views of the Committee would be most helpful and important in the assessment by Treasury Board of the priority of this construction at that time as compared with other demands upon the budget and the economy.

4. The Deputy Minister of Mines and Technical Surveys said that at least three months would be required in which to bring the plans for the survey vessel up to date. The gap between the time when the plans would be ready and the time when financial approval could be given would not, therefore, be as great as had been anticipated.

5. The Chairman, Canadian Section, Permanent Joint Board on Defence, suggested that the Committee use every opportunity to reiterate the importance it attached to the early construction of a survey vessel for the Canadian Government.

6. After further discussion, the Committee agreed that the Department of Mines and Technical Surveys should notify the Advisory Committee when the plans for the hydrographic survey vessel were complete. The Committee would then consider recommendations necessary to expedite construction.

II(b). Padloping Island Radio Station and the Loran Station at Cape Christian, Baffin Island (See Document ND-44, ND-49) (Confidential)

7. The Chairman, Chiefs of Staff, reported that, through the Joint Staff in Washington, U.S. views had been sought on the continued requirement for Padloping Island. The Department of National Defence had considered that when the Loran station was established at Cape Christian, aids to navigation at Padloping might no longer be necessary. When the U.S. reply was received, this matter might be considered again by the Advisory Committee.

8. Air Vice-Marshal Cowley reported that the Department of Transport and the Royal Canadian Navy were working out the final details of the transfer of control of Padloping Island radio station from the U.S. Air Force to the R.C.N. He pointed out that there would be a continuing need for Padloping as it was primarily a meteorological rather than a radio navigation station.

9. The Committee agreed to defer discussion of the disposition of Padloping Island radio station until the views of the U.S. authorities were available.

II(c). Frobisher Bay: Command and Control (See Document ND-51) (Secret)

10. Air Vice-Marshal Miller, Vice-Chief of the Air Staff, reviewed the background of the R.C.A.F. tenancy at Frobisher Bay. The R.C.A.F. now had an establishment of some 20 men in support of and responsible for flying control and communications. Owing to the increased U.S.A.F. requirements the R.C.A.F. was unable to handle the housekeeping services, hence an agreement had been concluded on December 1st, 1952. (See Document ND-51; R.C.A.F.-U.S.A.F. Agreement.) This formula for the division of services might temporarily aggravate the minor problems which arose in isolated stations, but was based on the principle that each armed service provide the housekeeping facilities in support of their functions. Contrary to previous reports, the U.S.A.F. did intend to employ Eskimos to the same extent as did the R.C.A. F. The U.S.A.F. was not able, however, to provide medical services to civilians except in emergency. The buildings which the Department of Resources and Development required were in use by the R.C.A.F.

11. During the discussion it was pointed out that the Department of National Health and Welfare were prepared to provide medical services but had not buildings in which to house personnel or facilities. The R.C.A.F. was intending to retain effective control in the area despite the imbalance of U.S.-Canadian personnel.

12. The Committee noted the report of the Vice-Chief of the Air Staff.

II(d). Arctic Resupply to Resolute and Eureka; 1954 and Following Years (See Document ND-48) (Confidential)

13. With reference to Item VI of the ninth meeting Mr. Phillips reported the approval by the Cabinet of the Committee's recommendation that "Canada undertake with the Department of Transport and Navy icebreakers and a chartered supply vessel of approximately 3,000 tons capacity and a tanker, the supply of Arctic weather stations at Resolute and Eureka in 1954 and subsequent years". He stated that for the time being the United States would be asked to continue to be responsible for the resupply of Alert. The Department of Transport would be authorized to include an item of \$120,000 for chartering the cargo vessel and tanker in 1954 and subsequent years.

II(e). Canadian-U.S. Personnel In Northern Canada (Secret)

14. The Secretary notified the Committee of an omission from the chart circulated as Document ND-52. One hundred and forty U.S. personnel (projected) should have been shown at Resolution Island.

15. Air Vice-Marshal Cowley, in reply to a question on the imbalance of Canadian and U.S. staff at the five joint weather stations (a ratio of approximately 3:2), said that difficulties in recruiting Canadians had prevented Canada from supplying half the staff in accordance with the agreement between the two countries.

16. The Committee noted the addition of 140 U.S. personnel (projected) at Resolution Island to be inserted on the map accompanying Document ND-52.

II(f). Foreign Language Publications (See Document ND-50) (Confidential)

17. The Chairman of the Administration Sub-Committee reported that the views of most government agencies had been received, but those of the greatest users of foreign language publications were still outstanding. A further report would be rendered to the Committee at the next meeting.

II(g). Permanent Secretariat A.C.N.D. (See Document ND-37) (Unclassified)

18. The Chairman reported that the committee consisting of Mr. Taylor, Mr. Wilgress, Mr. Pickersgill and himself had examined the question of the secretariat and obtained the services of Mr. G.W. Rowley to be the head of

the new organization. It was intended that the organization would act not only as a secretariat but also as a planning group on matters pertaining to the north. The Arctic Information Centre would for the present be part of the Northern Administration and Lands Branch of the Department of Resources and Development. The method of operation of the centre was still under consideration, but it seemed expedient at this stage that it should direct enquiries to the best sources of information rather than attempt to hold full information on all matters relating to the Arctic. It was anticipated that both the secretariat and the information centre would be functioning at an early date. An administrative officer had been appointed to help Mr. Rowley. The Joint Secretary would continue to be supplied by the Privy Council Office.

19. The Committee noted with approval the appointment of Mr. G.W. Rowley to be the head of the permanent secretariat to the Advisory Committee.

II(h). Beaufort Sea Expedition (See Appendix "B" to Document ND-54)
(Confidential)

20. The Assistant Under-Secretary of State for External Affairs stated that a draft note to the United States Embassy had been circulated; in it exception was taken to the fact that the U.S. authorities were exceeding the terms of the agreement respecting the Beaufort Sea expedition of 1953. It was important to bear in mind that the maintenance of Canadian sovereignty depended on strict adherence to the principle that other countries might engage in activities on Canadian land or in Canadian waters only with the specific approval of the Canadian government. He thought that it might be an opportune time to remind the new U.S. administration that approval to conduct exercises, expeditions, etc., within Canada was given by the Canadian government and it was not expected that the terms of such agreement would be exceeded.

21. General Foulkes said that Canada had agreed in previous years to almost all the operations now planned for 1953. He thought that a note of protest would unnecessarily strain relations between the Chief of the Naval Staff and the U.S. Chief of Naval Operations.

22. Mr. Phillips stated that the views of the Acting Secretary to the Cabinet were in accord with those of Mr. Macdonnell.

23. After discussion of the details of the expedition, members of the Committee generally agreed that it would be desirable to gain the point made by Mr. Macdonnell without unduly enlarging the issue. The

Chairman of the Canadian Section, Permanent Joint Board on Defence, was asked to inform the U.S. section informally of the views of the Canadian authorities on the U.S. plans for the Beaufort Sea Expedition.

II(j) Survey Markers (See Para. 18(b) - Minutes Ninth Meeting) (Unclassified)

24. Mr. Boyer reported that, as a consequence of discussions at the ninth meeting, the Departments of External Affairs and Mines and Technical Surveys had agreed on the type of survey marker to be used within Canada. These markers had been designed and were already being issued to expeditions.

II(k). Appointments; Migration And Customs Officials (See Para. 5 - Minutes Ninth Meeting) (Confidential)

25. Mr. Phillips recalled that in January the Cabinet had asked the Committee to consider a plan to give certain immigration and customs functions to government officials in remote areas. It had been reported to the Committee (March 16 and May 11) that the proposal involved no serious difficulties. It was to be hoped, therefore, that it would soon be possible to inform the Cabinet that appropriate arrangements were being made.

26. The Commissioner, Royal Canadian Mounted Police, said that discussions were now taking place on the type of immigration and customs formalities which would be most suitable for the purpose. Since it appeared necessary to designate by name, rather than by appointment, the officials responsible for carrying out these functions, it seemed best to delay the operation of the plan until the change-over of staff in the summer.

II(1). Controller, Meteorological Service; Absences (Restricted)

27. Mr. Phillips said that he had been instructed by the former Secretary to the Cabinet to raise the matter of membership of the Advisory Committee. At its meeting of January 29, the Cabinet had agreed that the Controller of the Meteorological Service in the Department of Transport would be expected to attend committee meetings regularly. Mr. Thomson had, however, not been present at meetings since March. Mr. Pickersgill therefore hoped that Mr. Thomson would be present at future meetings or that the reasons for his not attending might be made available to the Cabinet to enable it to reconsider its decision. Mr. Pickersgill was not concerned with the advantages or disadvantages of Mr. Thomson's attendance, but with the necessity of carrying out the instructions of the Cabinet.

28. Air Vice-Marshal Cowley said that the Deputy Minister of Transport was of the opinion that the Controller of the Meteorological Service need not be present at all meetings of the Committee, and hence he had directed him not to attend without instructions. The Deputy Minister would speak for the Controller of the Meteorological Service in the latter's absence. Mr. Lessard had also observed that subjects under review by the Committee were as often the concern of the Controller of Telecommunications as of the Controller of Meteorology.

29. The Chairman noted that members were free to bring advisers from their departments. It might be best if the Deputy Minister of Transport were free to bring either the Controller of the Meteorological Service or the Controller of Telecommunications, or both. To this end, the Cabinet might be asked to alter the decision of January 29 on the regular attendance of the Controller of the Meteorological Service.

III. Operation Corrode (See Item IV – Minutes Seventh Meeting) (No document circulated) (Secret)

30. Air Commodore W. I. Clements R.C.A.F. gave the Committee a progress report on operation CORRODE, formerly known as COUNTERCHANGE.

IV. Security Regulations; District of Franklin (See Item IV - Minutes Eighth Meeting) (Document ND-55 had been circulated) (Confidential)

31. The Chairman asked the Committee to decide whether the amendment to paragraph 6 of the Regulations, as proposed by the Department of Resources and Development should be included in the Security Regulations for the District of Franklin. This amendment had been prepared as the result of the Cabinet decision vesting in the Department of Resources and Development sole responsibility with executive authority within the Canadian north.

32. During the discussion it was pointed out that the necessity for this new policy was based upon the assumption that security protection was required only in the area of vulnerable installations, that security in these areas should be rigidly enforced and that all other parts of the district should be open fully to exploration and development. Difficulties in definition of "prohibited places", as defined by the Official Secrets Act, brought forth the suggestion that all such places be designated as prohibited and published by Order in Council. It was pointed out that this would direct attention to the strategic importance of some of the lesser known installations.

33. After further discussion, the Committee asked Mr. Rowley to discuss with the Secretary of the Security Panel the procedural matter of determining the responsibility for the designation of prohibited places in the north.

**V. Exchange of Information; Security (Document ND-56 had been circulated)
(Restricted)**

The Committee had before it a paper setting forth certain principles governing the security of information provided to the Committee.

34. The Chairman, Chiefs of Staff, suggested that the separate items of the minutes might each be given a security classification.

35. The Committee approved the paper setting out certain principles governing security of information provided the Committee, and directed that each item in the minutes would in future be classified individually and that the minutes as a whole would be marked "Secret (except where otherwise indicated)".

**VI. Petroleum in the Arctic (Documents ND-57, ND-58 had been circulated)
(Secret)**

36. The Chairman summed up the views of the two papers as prepared by the Department of National Defence and the Department of Mines and Technical Surveys. It appeared from the extensive studies prepared by these two departments that there was little strategic value to support the development of oil in the Arctic islands.

37. Mr. Boyer supported this view but questioned the need to consult the United States even on an informal basis, as suggested in the DND paper.

38. After discussion, the Committee agreed:

- (a) that a recommendation be forwarded to Cabinet as directed in the meeting of April 2, 1953 "that from a Canadian view the development of oil in the Arctic islands does not represent a current strategic requirement and that, as exploration in this area is of strategic rather than commercial interest, the matter be deferred";
- (b) that the exploration of petroleum resources in northern Canada by the Geological Survey Division of Mines and

Technical Surveys be continued as part of the regular departmental programme.

VII. Items of General Interest (Unclassified)

39. The Chairman read the following items of general interest to the Committee:

- (a) Mr. Robert F. Jasse had asked for permission, through the U.S. Embassy, to continue his zoological survey of Cornwallis Island. External Affairs had asked Resources and Development for comments. There appeared to be no objection.
- (b) The U.S. Army wished to enter Canadian waters to make a survey of ocean bottom and cable landings between Haines or Skagway, Alaska, and Prince Rupert, B.C. The survey was for planning purposes in respect to a coaxial cable as part of increased voice communication channels between Alaska and the continental U.S. There appeared to be no military objection to the survey which was related to a commercial arrangement about to be concluded between the U.S. and the C.N.R. for communications facilities.
- (c) The Canadian Army had provided the Committee with details of its Defence Mapping Programme 1953-54.

40. The Committee noted the items of general interest.

VIII. Date of Future Meeting

41. The Committee agreed to meet at 2:30 p.m., 14th September, 1953, in the Privy Council Committee Room, East Block.

A. A. Beveridge,
Secretary.

Privy Council Office,
June 17th, 1953

11. The eleventh meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, September 14, 1953.

Present:

Major-General H.A. Young, Deputy Minister Of Resources and Development, (Chairman)
Mr. M. Boyer, Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,
Lieutenant-General Charles Foulkes, Chairman, Chiefs of Staff,
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. J.C. Lessard, Deputy Minister of Transport.

Mr. R.A.J. Phillips, representing the Assistant Secretary to the Cabinet,
Mr. W.H. Barton, representing the Under-Secretary of State for External Affairs,
Mr. Gordon Stead, representing the Deputy Minister of Finance,
Senior Assistant Commissioner A.T. Belcher, representing the Commissioner of the R.C.M.P.,
Mr. R.F. Legget, representing the President of the National Research Council.

Mr. G.W. Rowley, Department of Resources and Development, (Secretary)
Mr. A.A. Beveridge, Privy Council Office. (Associate Secretary)

Also Present:

Major-General S.F. Clark, Quartermaster General (for discussion of Items III and IV),
Air Commodore W.I. Clements, R.C.A.F. (for discussion of Item II(f)),
Mr. C.J. Marshall, Department of Resources and Development.

I. Minutes of the Tenth Meeting

1. The Committee approved the minutes of the tenth meeting.

II. Business Arising Out of the Minutes

(a) Progress of the Plans of the Department of Mines and Technical Surveys for an Arctic Hydrographic Vessel (Document ND-47)(Confidential)

2. The Deputy Minister of Mines and Technical Surveys reported that the Treasury Board had approved an allotment of funds to cover the naval architects' fee and that approximately three months would be required before plans of the hydrographic vessel were complete. An additional three months would elapse before contracts for the building of the vessel could be let so that the actual construction work would probably not begin until sometime during the next fiscal year. Construction would take approximately two years. It was customary to make progress payments as the work advanced and arrangements for these payments would be made in estimates of the Department of Mines and Technical Surveys during the next two years.

(b) U.S. Views on the Need for the Padloping Station (Document ND-49)(Confidential)

3. The Chairman, Chiefs of Staff, reported that neither the Canadian nor the U.S. Services would have a need for Padloping once the Cape Christian Station was in operation. This would not affect the plans of the Royal Canadian Navy for taking over the base from the U.S.A.F.

4. The Deputy Minister of Transport referred to Item II(b) of the minutes of the tenth meeting of the A.C.N.D. in which the Department of Transport representative had pointed out that the Padloping Station was primarily a meteorological rather than a radio station and that there would be a continuing need for this purpose.

5. The Chairman suggested that the future operation of the Padloping Station might be discussed by the Transportation Sub-Committee, and that the Committee should be kept informed.

(c) Foreign Language Publications (Document ND-59 (Confidential))

6. Senior Assistant Commissioner Belcher referred to the Administration Sub-Committee's report on the foreign language publications on the north received by government organizations. The Secretary of the Administration Sub-Committee had circulated a list of these publications and had written to the Under-Secretary of State for External Affairs requesting his co-operation in securing certain publications on the north not available at present.

(d) Permanent Secretariat A.C.N.D.

7. General Young reported that Mr. G.W. Rowley had officially assumed the duties of Secretary of the Advisory Committee on Northern Development as of August 1, 1953, and that the Secretariat was now handling all of the work of the Main Committee and the Sub-Committees. The organization of the Arctic Information Centre was still under consideration

(e) Appointment of Immigration and Customs Officials (Document ND-60)
(Confidential)

8. General Young referred to the report of the Administration Sub-Committee on customs and immigration procedures for northern settlements. The appointment of senior government officials as Customs and Immigration Officers was now being arranged. Supplies and instructions for the Customs and Immigration Officers would be distributed as soon as they were received from the Departments of National Revenue and of Citizenship and Immigration.

9. Mr. Phillips suggested that since the Cabinet had shown an interest in this matter it might be well to report to the Cabinet the action taken.

10. The Secretary, in reply to a question, stated that no Customs and Immigration Officer was being appointed at Coral Harbour as there was little likelihood of aircraft or vessels arriving there directly from points outside Canada, and there was no R.C.M.P. detachment.

11. The Committee approved the report of the Administration Sub-Committee and agreed that:

- (a) the project had reached the stage where the U.S. Government could be informed, through the Department of External Affairs, that senior Canadian Government officials at selected northern settlements were being appointed Customs and Immigration Officers;
- (b) a report should be sent to the Cabinet outlining the progress that had been made in appointing Customs and Immigration Officers for the north.

(f) Operation CORRODE - Report of Progress (Secret)

12. A/C W.I. Clements gave an oral report on the progress of Operation "Corrode".

13. In reply to questions A/C Clements said that during the construction phase there were no Canadian observers at the site in Canada, but that when it became operational Canadian teams would be present over extended periods. The siting parties from the Western Electric Company were not concerned with a selection of permanent sites. They were only testing the feasibility of finding suitable sites along a possible line, and gaining practical experience of northern conditions. There was, therefore, no fear that their activities might result in a rigid plan developed without the consideration of the interests of those Canadian government departments concerned with northern matters.

14. The Chairman of the Defence Research Board considered it essential that any firm decisions on siting be made in Ottawa.

15. The Committee noted the oral report on the progress of Operation "Corrode" and agreed that final decisions on siting should only be made in timely consultation with the departments of the Canadian Government concerned with northern matters.

(g) Security Regulations - District of Franklin (Document ND-55)(Confidential)

16. General Young stated that the only point to be decided was whether paragraph 5 of Document ND-55 should be amended to make the Department of Resources and Development responsible for the designation of prohibited areas in the north. Since the Department of Resources and Development had been made responsible for co-ordination of activities in the north, it seemed logical for it to assume this duty, acting on the recommendations of the Department of National Defence or other government organizations.

17. The Chairman, Chiefs of Staff said that the Department of National Defence had no objection to this suggestion.

18. The Committee agreed that:

- (a) paragraph 5 of Document ND-55 should be amended to make the Department of Resources and Development responsible for the designation of prohibited areas in the north;
- (b) the Secretary should inform the Secretary of the Security Panel of this amendment.

III. Year-Round Maintenance of the Haines Cut-Off Road (Document ND-61) **(Secret)**

19. General Young stated that the U.S. Corps of Engineers, which is responsible for building the Haines pipeline, had approached the Special Commissioner for the pipeline about keeping the Haines Cut-Off road open on a year-round basis during the next two years while the pipeline was being built. Originally it had been planned that work on the pipeline would be carried out during the summer months only. It appeared that, if necessary, the U.S. would assume the cost of year-round maintenance as well as the capital expenditures and improvements required for winter operation. Once the Haines Cut-Off had been maintained on a year-round basis, even for a short time, it would be extremely difficult to resist the pressure from various interests wishing to have it kept open permanently. If the road were kept open all year, the resulting loss in business might force the White Pass and Yukon Railway to discontinue operations.

20. General McNaughton stated that, when the question of building the Haines pipeline was discussed by the Permanent Joint Board on Defence, it was made clear to the U.S. section that the Canadian Government did not want the road to be maintained on a year-round basis. The U.S. Section had recognized this view and General McNaughton had understood that no request would be made. Consequently, Canada was under no obligation to give permission to have the road opened. He pointed out that the U.S. Government considered the Haines road had an important strategic role as an evacuation route from Alaska and was probably prepared to open it in an emergency. The road would be of increased economic importance to Canada if the plans of the Frobisher Company materialized.

21. Mr. Stead stated that if the economic expansion of the Yukon continued at its present rate, there might be sufficient business for both the railroad and the trucking companies. On the other hand conditions in the Yukon depended to a large extent on developments elsewhere which might not continue at the same pace as now.

22. General Foulkes suggested that the U.S. might be allowed to maintain the road on a year-round basis during the construction of the pipeline. If it were to be kept open after construction was finished, the subject would have to be re-opened, providing an opportunity for it to be reviewed under the conditions then existing.

23. General McNaughton suggested that if the U.S. were allowed to keep the Cut-Off open for the next two years, a substantial tariff might be levied on all civilian traffic until the future maintenance of the road was decided.

24. General Clark pointed out that under existing regulations the Canadian Army would have to take over the maintenance of the road from the U.S. authorities if it were to be kept open after the pipeline was finished. The cost of maintaining the road would now be greater than the Canadian Army 1950 estimates given in ND-61 and would be further increased by the additional traffic which could be expected. The Canadian Army had no military requirement for the road and was experiencing difficulty in recruiting both army and civilian personnel for maintenance.

25. Mr. Phillips suggested that a committee of experts might discuss the whole problem of the Haines Cut-Off and submit a report to the A.C.N.D.

26. General McNaughton said it was clear that the Canadian Government did not want the road kept open on a year-round basis and suggested that this view should be restated at the next meeting of the Permanent Joint Board on Defence. No further action appeared necessary unless an official request was received from the U.S. for the road to be kept open.

27. The Committee, after further discussion, agreed that:

- (a) the Canadian position should be restated at the Permanent Joint Board on Defence;
- (b) the problem should be kept under review by the Transportation Sub-Committee.

IV. Future of the Northwest Highway System (Secret)

28. General Young mentioned that a letter had been received from the Department of National Defence pointing out the difficulties the Army was having in maintaining the Alaska Highway under its present terms of reference. Several proposals to alleviate those difficulties had been made. As there had not been time to prepare a full report for this meeting, the item

had been placed on the Agenda for information only. A complete report would be made at the next meeting of the Committee and the matter discussed fully at that time.

29. General Clark reviewed the Army's position. When the Army had assumed responsibility for maintenance of the highway in 1946 it was on a year to year basis and, consequently, it was impossible for it to do any long-range planning. The road had now reached the stage where there was a need for a large number of capital improvements and the Army felt that future responsibility for the road should be decided before plans for the necessary improvements were made. The Army wished either to turn the responsibility for the road over to some civilian authority or to be given the responsibility for a long-term period so that it could make suitable plans. The military use of the road had not increased but civilian traffic had grown rapidly each year. The Army was faced with an increasing expenditure every year but had little use for the road itself and was receiving none of the revenue from it.

30. General McNaughton suggested that the report on the problem should include an analysis of the traffic using the road and a summary of the licensing procedures.

31. General Foulkes stated that if a civilian authority was to take over responsibility for the road, there would probably not be sufficient military activity to justify maintaining an army command in the Yukon.

32. The Committee agreed to defer further consideration of the matter until the next meeting.

V. The Location of the Settlement at Coppermine (Document ND-62) (Confidential)

33. General Young informed the Committee that at the last meeting of the Committee on Eskimo Affairs it had been recommended that a tent hostel for school children be established at Coppermine in the summer of 1954. Before this was done, however, it had been decided that a public health engineer should make a survey of Coppermine. The report of the survey showed very unsatisfactory health and sanitary conditions owing to the present location of the settlement and suggested that future growth would aggravate this condition. Coppermine was in an area of known mineral occurrences and rapid expansion during the next twenty-five years was possible. Such an expansion had taken place within the past few years at Aklavik, resulting in a very serious public health problem. It might,

therefore, be wise to move Coppermine to a more suitable location while it was still comparatively small. Such a project would require special funds and the Department of Resources and Development would welcome the views of the Advisory Committee on Northern Development before proceeding any further.

34. Mr. Legget said that unsatisfactory conditions had been noted at many places during the National Research Council's survey of settlements along the Mackenzie River. In many cases there was a satisfactory alternative site nearby. The National Research Council would be glad to offer any assistance possible if it was decided to relocate Coppermine.

35. In the discussion the general problem of relocating settlements was considered. The need for a thorough survey of the present locations of northern settlements was recognized. This would be of great value to departments in planning their construction programmes. Where possible the moving of a settlement might be deferred to a time when the local economy would benefit most from the work. In the case of Coppermine, where the Department of Transport was planning to expand their station next summer, it might be possible to complete a survey by August 1954.

36. General Foulkes requested that a list of those northern settlements where the siting was known to be unsatisfactory be supplied to the Department of National Defence in order to assist in defence planning.

37. The Committee recommended that:

- (a) the settlement of Coppermine be moved to a more suitable location;
- (b) an investigation be made as soon as possible to determine the best alternative site;
- (c) a comprehensive survey of the siting of northern settlements be undertaken as a long-term project.

VI. Government Policy on the Administration of Eskimos (Document ND-63) (Confidential)

38. General Young reviewed the various steps that his Department was taking to meet the problems of the Eskimo. As a long-term policy emphasis was being placed on the provision of adequate education but in the

meantime there were many short-term problems.¹⁶³ He had set up a Committee on Eskimo Affairs, which included representatives of the churches and the Hudson's Bay Company and which had made valuable proposals for the solution of some of these problems. He suggested that the recommendation of the Committee on Eskimo Affairs should be referred to the Administration Sub-Committee for consideration.

39. The Committee agreed that the matter of a general Eskimo policy should be studied further by the Department and referred to the Administration Sub-Committee for suggestions.

VII. Government Publications on the Arctic

40. General Young reported that he had received a letter from the Standing Committee on Publications suggesting that the Advisory Committee on Northern Development might make a study of all Canadian Government publications relating to the north. He had referred this matter to the Administration Sub-Committee.

VIII. Review of Terms of Reference of Government Agencies and Committees with Responsibilities for Arctic Matters (Confidential)

41. General Young reported that he had received a letter from the Assistant Secretary to the Cabinet suggesting that the Advisory Committee on Northern Development might prepare a statement of the terms of reference and the responsibilities of the various government agencies and committees concerned with arctic problems. He had referred this matter to the Administration Sub-Committee.

IX. Items of General Interest

(a) Proposed Pipeline to Gander (Confidential)

42. General Young mentioned a proposal to construct a pipeline to Gander to meet a U.S.A.F. requirement.

43. The Committee agreed that since this was on the island of Newfoundland, as distinct from Labrador, it lay outside the direct interests of the Committee.

¹⁶³ *Editors' note:* this awkward sentence is true to the original.

(b) Ellesmere Shelf Ice Expedition

44. General Young reported that the Canadian expedition to the Ellesmere ice shelf had had a successful summer. The expedition had received a good deal of publicity and this had drawn attention to Canadian interest in an area where there had previously been little Canadian activity.

c) U.S. Hydrographic Operations Off Labrador (Confidential)

45. General Young stated that Canadian permission had been given for the U.S. Navy to continue hydrographic survey operations in Newfoundland and Labrador waters this summer. It had not been possible to provide a Canadian observer.

(d) Exercise NORAMEX (Secret)

46. General Young reported that NORAMEX, the proposed U.S. combined operations training exercise in Labrador, had been cancelled. In considering the U.S. request for permission, however, two important points had been clarified. It did not appear to be necessary to give the Newfoundland Government an opportunity to comment before granting permission for such an exercise, and it had been agreed that warnings to the civilian population should be given only through Canadian agencies.

47. The Committee agreed that in future exercises of this nature:

- (a) there was no obligation to give prior notice to the provincial government;
- (b) in cases of possible danger to the civilian population the warnings should be issued by Canadian personnel.

(e) U.S.A.F Solar Eclipse Observations in June 1954

48. Mr. Boyer said that the U.S.A.F. wished to establish stations in Labrador and Ontario to observe the solar eclipse of June 1954. He had recommended that, as was the usual international practice in such cases, Canadian permission should be given. He had suggested that in giving permission, Canada should request full information on the type of observations which were to be made as well as the final results of the project. No question of sovereignty was involved in this particular project but it was planned to send an observer from the Dominion Observatory with the U.S.A.F. party. The Dominion Observatory was conducting observations of the eclipse from a different site.

(f) Magnetic Flights of the U.S.A.F. (Confidential)

49. General Young mentioned the magnetic flights that the U.S.A.F. had been carrying out over Canadian territory during the past few years. The information obtained was made available to Canada and is being used on magnetic charts. The Dominion Observatory, in co-operation with the Defence Research Board and the R.C.A.F., had now developed a greatly improved type of airborne magnetometer with which it should be possible for Canada to obtain any magnetic data required with comparative ease.

(g) Possible Oceanographic Investigations in the Arctic Ocean

50. Mr. Rowley mentioned that during a recent visit to Woods Hole, he had been told informally of the plans of the Oceanographic Institute to carry out oceanographic observations through the ice in the Arctic Ocean. The possibility of basing a ski-equipped aircraft on the satellite weather stations at Alert, Mould Bay, and Isachsen was being considered and Canada would probably be asked to assist in planning and executing the expedition.

X. Other Business

(a) Conditions at Chimo

51. General Young mentioned that the Minister of Resources and Development had recently made a trip to Chimo and was concerned about the conditions he had found. He had asked that the matter be raised at the Advisory Committee on Northern Development. He had noticed a great deal of equipment lying neglected about the air base, and the airfield itself was partially blocked by gasoline drums to which people were helping themselves. The mining exploration in the area was leading to a great deal of flying and the Minister had heard complaints that meteorological facilities were inadequate as weather information was not broadcast locally, and that this had contributed to the loss of aircraft recently in the area.

52. General Foulkes stated it was his understanding that responsibility for the air base at Chimo had been assumed by the Department of Transport.

53. Mr. Lessard stated that while the Department of Transport had been made responsible for the air base, it was on a caretaker basis only, and it was not an operating Department of Transport airfield. They were unable to dispose of equipment not being used as the Department of National Defence was unwilling to declare it surplus. In order to provide the

increased meteorological facilities suggested it would be necessary to increase considerably the men and equipment at the weather station. Up till now the volume of traffic had been insufficient to justify the additional expense and the position was being reviewed at present within the Department of Transport.

54. General Foulkes and Mr. Lessard agreed that their departments would look into the conditions described by the Minister of Resources and Development and determine what measures could be taken to correct them.

(b) Cost of the Resupply Mission (Document ND-48)

55. Mr. Stead recalled that Cabinet had agreed that the Department of Transport should take over the Arctic Resupply Mission in 1954 and thereafter. An estimate of the cost of chartering the vessel for the mission had been submitted with Document ND-48. He enquired if the departmental estimate had taken fully into account the many supplementary expenses involved in the carrying out of the mission, such as the provision of work crews for loading and unloading ships, etc. He suggested that a complete survey of the total cost of the mission might be made so that the final estimate of cost could be as accurate as possible.

56. Mr. Lessard said the Department of Transport had had a representative on the resupply mission this summer and his observations should ensure that all factors are considered in preparing the final estimate.

XI. Date of Future Meeting

57. The Committee agreed to meet at 2:30 p.m., 19th October, 1953, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

September 23, 1953.

12. The twelfth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, October 19, 1953.

Present:

Major-General H.A. Young, Deputy Minister of Resources and Development, (Chairman)

Mr. M. Boyer, Deputy Minister of Mines and Technical Surveys,

Lieutenant-General Charles Foulkes, Chairman, Chiefs of Staff,

Mr. K.W. Taylor, Deputy Minister of Finance,

Dr. O.M. Solandt, Chairman, Defence Research Board,

Commissioner L.H. Nicholson, Royal Canadian Mounted Police,

Mr. R.G. Robertson, Assistant Secretary to the Cabinet.

Mr. W.H. Barton, representing the Chairman, Canadian Section, Permanent Joint Board on Defence,

A/V/M A.T. Cowley, representing the Deputy Minister of Transport,

Mr. R.A. MacKay, representing the Under-Secretary of State for External Affairs,

Mr. R.F. Legget, representing the President of the National Research Council.

Mr. G.W. Rowley, Department of Resources and Development, (Secretary)

Mr. A.A. Beveridge, Privy Council Office (Associate Secretary)

Also Present:

Mr. P.D. McTaggart-Cowan, Department of Transport,

Mr. J.E. Devine, Department of Transport,

Mr. Gordon Stead, Department of Finance,

Captain C.C.S. Robertson, R.C.N., Department of National Defence,

Mr. F.J.G. Cunningham, Department of Resources and Development,

Mr. C.J. Marshall, Department of Resources and Development.

I. Minutes of the Eleventh Meeting

1. The Committee approved the minutes of the eleventh meeting.

II. Items Arising Out of the Minutes

(a) Appointment of Customs and Immigration Officials (Confidential)

2. The Chairman announced that a report was being submitted to the Cabinet outlining the steps taken by the Committee to appoint Customs and Immigration Officers at northern settlements. Instructions were being distributed to those who had been appointed as Customs and Immigration Officers and the Department of External Affairs had notified the U.S. Government of the new appointments.

(b) Year-Round Maintenance of the Haines Cut-Off Road (Secret)

3. Mr. Barton read the following statement by the Chairman of the Canadian Section at the last meeting of the Permanent Joint Board on Defence. "The Canadian Chairman recalled that on a number of occasions when the Permanent Joint Board on Defence had discussed the proposed Haines-Fairbanks pipeline, and particularly at the time when the project was first under consideration, he had stated that the Canadian Government was not prepared to give any commitment that the Haines Cut-Off Road would be kept open in winter in peace time and that plans for construction and maintenance of the pipeline should be prepared with this fact in view. He said that now that the project was approved and construction was about to commence he thought it might be useful to draw the statement again to the attention of the Board in order that there might be no misunderstanding of the Canadian position". Mr. Barton also mentioned that he had learned at the meeting that the U.S. members knew nothing of the request of the U.S. Corps of Engineers in Alaska that the Haines Cut-Off Road be kept open all year during the construction of the pipeline.

4. General Young outlined a proposal which had been made by the Special Commissioner for the pipeline appointed by the Canadian Government. This proposal was to keep both ends of the road open all winter, leaving the remaining 60-mile stretch closed. He suggested that the Canadian Government would probably not have the same objections to this as it had had to the proposal to keep the entire road open.

5. The Secretary stated that the proposal to keep the road open at both ends was probably made so that construction work at the pumping stations could continue during the winter. The uncleared section would include the parts which it would be most difficult to clear.

6. A/V/M Cowley reminded the Committee that any agreement to keep the Haines Cut-Off Road open all winter might affect the U.S. plans for increased communication channels between the U.S. and Alaska.

7. The Committee agreed that there would be no objection to an official proposal from the U.S. Government that both ends of the Haines Cut-Off Road be kept open, provided this left a considerable distance uncleared which would prevent through traffic.

(c) Future of the Northwest Highway System (Secret)

8. General Young stated that both the Department of Resources and Development and the Army wished to postpone further discussion of this topic until the December meeting of the A.C.N.D. in order that all the necessary information could be collected and the appropriate officials be able to attend the discussion.

(d) Conditions at Chimo (Confidential)

9. General Foulkes stated that the matter had been taken up with the Chief of the Air Staff. A report was being prepared by the R.C.A.F. and would be available for the next meeting.

10. A/V/M Cowley stated that the Department of Transport had taken over the airfield at Chimo on a caretaker basis only, but there had been numerous requests for radio and meteorological facilities. No support for these facilities had been received from the R.C.A.F. and civilian use of the field was still limited. The airfield at Chimo consisted of two runways; one of these was in poor repair but the other could be put into operation with comparatively little difficulty. It was estimated that it would cost \$167,000 to prepare one runway for civilian use, and that the annual maintenance would probably be \$55,000. It would cost \$34,900 to provide meteorological and radio facilities and \$44,000 a year for operation. It would be possible to provide the radio and meteorological facilities without opening the airstrip, but experience had shown that such facilities would not be used to their maximum capacity unless a landing strip were provided.

11. The Deputy Minister of Mines and Technical Surveys mentioned the increasing exploration for minerals in the area. He felt there would be considerable civilian use of the field at Chimo, particularly if there were a major ore discovery.

12. General Foulkes stated that the only interest of the Department of National Defence in Chimo lay in removing the unsatisfactory conditions reported at the last meeting.

13. The Deputy Minister of Finance said that airfields could not be made operational on a speculative basis.

14. A/V/M Cowley suggested that the Department of Transport might include in its estimates funds for the provision of radio and meteorological facilities while awaiting a report from the Department of Mines and Technical Surveys on possible mining activities in the area.

15. The Committee agreed that:

- (a) the Department of Transport should include in its estimates an amount to provide, maintain and operate meteorological and telecommunication facilities at Chimo;
- (b) the Department of Mines and Technical Surveys should prepare a report on the potential mining development in the Fort Chimo area. This report would be passed to the Department of Transport and considered at the next meeting of the A.C.N.D.

(e) Petroleum in the Arctic (Secret)

16. General Young reported that the recommendation of the Committee on government participation in accelerated exploration for petroleum in the Arctic Islands had been submitted to the Cabinet (see minutes tenth meeting, June 15, 1953).

III. Eskimo Settlement at Frobisher Bay (Document ND-64) (Unclassified)

17. General Young referred to the work of the team sent by the Department of Resources and Development to Frobisher Bay to find a site for a permanent Eskimo settlement. The survey team had reported that the sand at Frobisher was excellent for making cement blocks and it was hoped that a small Eskimo industry along these lines might be started.

18. The Committee noted the report on the Eskimo settlement at Frobisher Bay.

IV. Rankin Inlet Nickel Mines Ltd. (Document ND-65) (Confidential)

19. General Young mentioned the meeting held on October 5, 1953, between representatives of various government departments and officials of the Rankin Inlet Nickel Mines Ltd. to discuss federal government participation in providing wharfing facilities at Rankin Inlet. It appeared that the Rankin Inlet mining project would probably be of a short-term nature but since this was the first mine to go into operation in the Keewatin District he thought it desirable to offer some assistance.

20. Mr. Taylor suggested that the \$20,000 for wharfing facilities at Rankin Inlet might be put in the estimates of the Department of Resources and Development rather than those of the Department of Public Works. It was not desirable to set a precedent of the Department of Public Works giving grants to assist development.

21. The Committee agreed that the money for the wharfing facilities at Rankin Inlet should be included in the estimates of the Department of Resources and Development but that supervision of the work would be carried out by the Department of Public Works.

V. Report on the Transfer of the Padloping Station From the U.S.A.F. to the R.C.N. (Unclassified)

22. General Foulkes tabled a press release on the transfer of the Padloping Island station from the United States Air Force to the Royal Canadian Navy. The R.C.N. would continue to operate the station until the responsibility for its future operation had been decided. The release is attached as an appendix.

VI. First Meeting of the Construction Sub-Committee (Document ND-66) (Unclassified)

23. General Young reviewed the establishment of the Sub-Committee on Construction. It seemed desirable that the Sub-Committee should meet in the near future, but before the Sub-Committee held its first meeting it should receive terms of reference from the A.C.N.D.

24. Commissioner Nicholson suggested that the Sub-Committee's responsibilities should include federal construction on the coast of Labrador since the A.C.N.D.'s terms of reference include this area. This would embrace construction at Eskimo settlements, R.C.M.P. detachments, and certain fisheries stations.

25. General Young stated that the new Sub-Committee would take over all of the responsibilities of the former Sub-Committee on Co-ordination of Construction.

26. Mr. Boyer suggested that the problem of siting might be reserved for the Administration Sub-Committee since there were a number of other factors besides technical aspects which would have to be considered.

27. General Young suggested that the A.C.N.D. might consider the problem of Aklavik. The present site was most unsuitable; satisfactory water supply and sewage disposal were impossible and it might well be advisable to move the whole settlement before it grew larger.

28. Mr. Cunningham said the problem was urgent because of the large amount of building proposed during the next few years.

29. Mr. Taylor suggested that a paper setting out the problem at Aklavik be prepared for the next meeting of the A.C.N.D. If approved by the Committee it could be submitted to the Cabinet with a request that the Committee be empowered to consider the steps necessary to find a more suitable site for Aklavik, and to plan the movement of the settlement.

30. Mr. Boyer suggested that members of the Geographical Branch might be of assistance when the problem of finding a new site for Aklavik was being considered.

31. The Committee agreed that:

- (a) a paper should be prepared by the Secretariat for the next meeting of the A.C.N.D. setting out the problem at Aklavik;
- (b) the Construction Sub-Committee should meet as soon as possible and should draw up detailed terms of reference, using Document ND-66 as a basis, except that the technical aspects only of siting would be the responsibility of the Sub-Committee. The terms of reference would be submitted for the approval of the A.C.N.D.

VII. Items of General Interest:

32. The Secretary reported the following items of general interest:

(a) 1953 Expedition to Banks Island (Unclassified)

33. In the summer of 1952 Mr. T. H. Manning undertook a reconnaissance by canoe of the coast of Banks Island for the Defence Research Board. At the end of the summer he was stopped by ice on the north coast of the island. This year, accompanied by Captain I. M. Sparrow of the Royal Engineers, he completed his journey reaching Holman Island on 11th September.

(b) 1953 Sea Supply Mission to the Joint Arctic Weather Stations (Unclassified)

34. The 1953 Sea Supply Mission to the Joint Arctic Weather Stations followed the normal pattern. Cargo and oil were carried to Resolute Bay in the cargo vessel "Wyandot" and the tanker "Nespelen" respectively, escorted by U.S. Coast-Guard icebreaker "West Wind", arriving at Resolute about the 8th August. Eureka was supplied by the "West Wind" which arrived there on the 20th August. The U.S. Coast-Guard icebreaker "East Wind" attempted to resupply Alert but damaged her propeller in Kane Basin and had to return on the 11th August. Her cargo was transferred to the U.S. Navy icebreaker "Staten Island" which successfully supplied Alert on the 26th August. At Alert a cairn erected in memory of those who lost their life in the R.C.A.F. Lancaster accident in 1950 was dedicated. Ice conditions were exceptionally severe throughout the summer.

(c) 1953 Eastern Arctic Patrol (Unclassified)

35. The 1953 Eastern Arctic Patrol was carried out by the "C. D. Howe" and the "d'Iberville". The "C.D. Howe" supplied points in Hudson Bay, Hudson Strait, and Baffin Island while the "d'Iberville" supplied far northern posts. The government party transhipped at Craig Harbour in Ellesmere Island. During the patrol a new R.C.M.P. post was established near Cape Herschel on Ellesmere Island. This is the furthest north R.C.M.P. post.

(d) Movements of Eskimo from Certain Areas (Unclassified)

36. An experiment is being made in moving Eskimo from areas where conditions are difficult to places where they can find employment or good hunting. Seven families from Port Harrison have been moved to Ellesmere Island and Cornwallis Island while five young men have gone to Fort Churchill where they are employed by the services.

(e) Taking Over of Loran Stations from the U.S. Coast-Guard (Unclassified)

37. The Loran stations at Port aux Basques, Bona Vista, and Battle Harbour, which were established by the U.S. during the war and have been operated by the U.S. Coast-Guard, have been completely taken over by the Canadian Government as from the 31st August, 1953, and are being operated by the Department of Transport.

(f) Progress of the Loran Station at Cape Christian (Confidential)

38. The construction of the new U.S. Coast-Guard Loran site at Cape Christian near Clyde Inlet has stopped until next summer, and no U.S. personnel will be remaining there during the winter. The site has been prepared and temporary accommodation erected for the construction personnel, but the technical equipment has not yet been installed.

(g) Increased Communication Facilities from the U.S. to Alaska (Confidential)

39. A meeting had been called in Ottawa for 10th September by the Department of Transport to discuss with the U.S. Signal Corps proposals for increased communication facilities between the U.S. and Alaska. The increased communications would be partly by submarine cable from Prince Rupert to Skagway or Haines and then by land line. The U.S. Signal Corps had been considering that the line should follow the Haines Cut-Off Road. The Canadian representatives, suggested that it should instead go from Skagway along the White Pass and Yukon Railway to Whitehorse, and then along the Alaska Highway. As a result of this suggestion a survey of the route is being made. No decision has yet been reached and no formal request for these increased facilities has yet been received from the U.S.

(h) Navigation Beacon at Alert (Confidential)

40. The U.S.A.F. had been planning to establish [an] AN/URN-5 LF Homer Beacon at Alert this summer. Owing to budget cuts this is being postponed but they expect to install the beacon next summer.

(i) Emergency Airstrips at Clyde, Alert, and Eureka (Secret)

41. The U.S.A.F. has completed surveys at Clyde and Alert for emergency airfields and are expecting to complete the survey at Eureka during October. The results of the survey have not yet been received in Canada. Permission to begin construction has not yet been requested. There was [an] R.C.A.F. representative on each of the survey parties.

42. Commissioner Nicholson reported that [an] R.C.M.P. detachment had been established at Sachs Harbour on Banks Island. He read reports from members of the Force at Frobisher, Craig Harbour, and Cape Herschel illustrating the condition of the Eskimo at these places.

43. Captain Robertson reported on the U.S. Beaufort Sea Expedition this past summer. The expedition consisted of three main sections: (1) supply ships carrying material for the construction of radar sites; (2) an icebreaker and submarine on training exercises; (3) a survey ship conducting a hydrographic survey of Prince of Wales Strait. The U.S. survey team had been provided with Canadian survey markers and he had requested that a copy of all information collected during the survey be sent to the Canadian Hydrographic Survey. Colonel Fletcher, U.S.A.F. had accompanied the survey ship to look for possible radar sites on Victoria and Banks Islands.

VIII. Other Business

(a) Operation Corrode (Secret)

44. General Young mentioned that the President of Northern Transportation Company had told him that the Western Electric Company was beginning negotiations for the shipment down the Mackenzie of a large quantity of supplies for the radar stations. He doubted whether it was advisable for the company to deal directly with transportation companies at this stage and suggested that the activities of the Western Electric Company should be coordinated through the R.C.A.F. who could supply them with information on transportation facilities.

b) Joint Canada/U.S. Weather Stations (Confidential)

45. General Young reported that he had asked Mr. Lessard about the implications of Canada taking over the entire operation of the joint weather stations in the Canadian Arctic.

46. Mr. McTaggart-Cowan stated that the main problems would be the supplying of the other half of the staff at each station, conducting the resupply mission each summer, and the provision of expendable automatic equipment now supplied by the U.S.

47. Mr. Robertson stated that the Prime Minister was very anxious for the Canadian Government to take over as many activities in the Canadian north as possible, and that it would therefore be useful to have available a full report on what would be involved if Canada were to take over the joint weather stations.

48. The Committee agreed that the Department of Transport should prepare a report on this subject.

(c) Membership of the Committee (Unclassified)

49. General Young reported that owing to his transfer from the Department of Resources and Development to the Department of Public Works he would no longer be Chairman of the Committee. The Prime Minister had however said that he would like him to continue to serve as a member. He introduced Mr. Robertson as his successor and thanked the members for their support and assistance in re-establishing the Committee.

IX. Date of Future Meeting

50. The Committee agreed to meet at 2:30 p.m. on the 23rd November, 1953, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

October 29, 1953.

13. The thirteenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, November 23, 1953.

Present:

Mr. R.G. Robertson, Deputy Minister of Resources and Development, (Chairman)

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,

Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Major-General H.A. Young, Deputy Minister of Public Works.

A/V/M A.T. Cowley, representing the Deputy Minister of Transport,

Mr. R.A. McKay, representing the Under-Secretary of State for External Affairs,

Mr. G.W. Stead, representing the Deputy Minister of Finance,

A/M C.R. Slemon, representing the Chairman, Chiefs of Staff, Department of National Defence,

Col. G.M. Carrie, representing the Chairman, Defence Research Board, Department of National Defence,

Mr. R.P. Legget, representing the President, National Research Council,

Mr. R.A.J. Phillips, representing the Assistant Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Resources and Development, (Secretary)

Mr. A.A. Beveridge, Privy Council Office. (Associate Secretary)

Also Present:

Mr. Andrew Thomson, Department of Transport,

W/C G.R.M. Hunt, Royal Canadian Air Force,

Mr. F.J.G. Cunningham, Department of Resources and Development,

Mr. W.H. Barton, Department of External Affairs,

Mr. J.E. Devine, Department of Transport,

Mr. C.J. Marshall, Department of Resources and Development.

1. The Chairman reported that the Cabinet had approved the appointment of the Deputy Minister of Public Works to the Committee.

I. Business Arising Out of the Minutes of the 12th Meeting:

Conditions at Chimo (Document ND-67) (Confidential)

2. A/V/M Cowley reported that radio and meteorological facilities would be in operation at Chimo on a 24-hour a day basis from July 1954. They could not be established economically until then because the shipping season was now closed.

3. The Deputy Minister of Public Works enquired about the steps being taken to rectify the unsatisfactory situation reported at the airfield.

4. A/M Slemon stated his understanding that it was the condition of movable equipment rather than fixed installations that was unsatisfactory. A report would be prepared for the next meeting of the Advisory Committee on Northern Development on the steps being taken by the R.C.A.F. to correct the situation.

5. The Deputy Minister of Mines and Technical Surveys suggested that the report on potential mining development in the Port Chimo area (Document ND-67) was a conservative statement.

6. A/V/M Cowley stated that the radio and meteorological facilities would allow greater use of the airfield. The Department of Transport did not consider they would be justified in maintaining the strip in first-class condition as this would necessitate a large crew. They proposed to keep one strip clear of any major obstructions, but no maintenance or snow removal would be carried out. The strip could be used at owners' risk by wheeled aircraft during the summer and by ski aircraft in winter.

7. The Committee agreed that the provision of radio and meteorological facilities at Fort Chimo would meet the immediate requirement, and that no maintenance of the airstrip was necessary for the time being.

II. Re-Siting of Aklavik (Document ND-68) (Confidential)

8. General Young stated he considered that the problem at Aklavik was very serious and that the re-siting of the settlement should be considered a matter of high priority. Many of the buildings at the present settlement could be moved, and a great deal of material salvaged from those which could not be moved. He suggested that a recommendation be sent to Cabinet requesting approval in principle of the move so that arrangements for re-siting could begin immediately. If approval were given the course of action might be as follows:

- (a) to stop all new construction after the 1st January, 1954;
- (b) to spend the spring and summer of 1954 in determining the most suitable alternative site;
- (c) to begin moving the settlement as soon as practicable after an appropriate site had been found.

9. Mr. Leggett reported that preliminary investigations of the soil at Aklavik this summer showed it to be of a most unusual type consisting of more than 50% water in the form of ice crystals. It was estimated that, if the top 10 ft. of soil at the settlement were thawed, contraction in the soil would lower the surface level 6 ft. bringing it to the level of the river. Moving Aklavik would take some time to complete. After a site had been selected in the summer of 1954, the following summer would be required to prepare the new site for occupation, including clearing, surveying, and laying water and sewage facilities. The actual moving of the buildings would then probably take place during the winter of 1955-56.

10. Mr. Stead said that the Department of Finance was sympathetic towards the move but felt that the method of financing it should be carefully worked out in advance. They realized the difficulties facing the various departments with building programmes at Aklavik owing to the proposed move, and would be prepared to support building estimates which would otherwise have their concurrence on the understanding that the funds would not be spent until the new site had been selected.

11. A/V/M Cowley pointed out that the services provided at Aklavik by the Department of Transport and the Royal Canadian Corps of Signals would have to be continued even though a move was imminent. It might be difficult to cease all building at the present site particularly if the move took several years.

12. The Chairman, P.J.B.D., said it was extremely important that a single organization should be made responsible for the planning and execution of the Aklavik move after Cabinet approval had been secured. He suggested that, particularly in the light of new responsibilities to be given to the Department of Resources and Development, the Minister of that department should logically be responsible for the re-siting. It would be unwise at this time to suggest a formula for sharing the costs of the move. It should be the responsibility of the Department of Resources and Development to investigate this and, if advice were required at a later date, the matter could be referred back to the A.C.N.D.

13. After further discussion the Committee agreed to recommend strongly to the Cabinet that the Minister of Resources and Development be authorized to plan and carry out the re-siting of Aklavik as soon as possible. A recommendation to this effect, based on Document ND-68, was to be prepared by the Secretary for submission to the Cabinet through the Minister of Resources and Development.

III. Future of the Joint Weather Stations (Document ND-69 and ND-69A) (Confidential)

14. A/V/M Cowley stated that while it would be possible for Canada to take over complete control of the joint weather stations, a number of problems would be involved. It should therefore be carefully considered and carried out slowly.

15. The Controller, Meteorological Services, referred to Document ND-69A and stated that no U.S. weather ship had yet been removed from service in the north Atlantic and the matter was still under consideration. He had received a guarantee from the U.S. authorities that they would not withdraw from the joint weather stations without giving adequate prior notice to Canada. If and when the U.S. did decide to withdraw he did not think Canada would suffer any loss of prestige.

16. General McNaughton felt that, since there was a Canadian officer in charge and Canadian representatives at each station, the requirements of sovereignty were being met. There were many benefits arising from U.S. participation and the proposal to take over complete operation might be left in abeyance.

17. The Chairman explained that the suggestion that Canada assume complete responsibility arose from concern in the Cabinet regarding effective occupation by Canada of the Arctic Islands.

18. Mr. Thomson considered that effective occupation was demonstrated by the fact that the officers in charge at the stations were also postmasters, justices of the peace, and game wardens. The Meteorological Services were engaged in improving the equipment at many of the weather stations as well as in establishing new stations in northern Canada and, until this had been completed, did not wish to prejudice the programme by assuming additional responsibilities at the joint weather stations.

19. The Commissioner, Royal Canadian Mounted Police, considered that the additional cost involved in assuming complete responsibility for the

stations was relatively small by present-day standards, and that such civilian operations should be carried out by Canadians. There were undoubtedly technical and manpower difficulties but if these could be overcome Canada should take over the joint stations as quickly as conditions would allow.

20. Mr. Boyer agreed with Commissioner Nicholson that the weather stations should be operated by Canada alone.

21. A/V/M Cowley stated that the Department of Transport was prepared to take over the stations eventually but that it was simply a matter of timing. It was important not to assume new responsibilities until these could be efficiently handled. He felt that four or five years would be required before a change-over could be completed.

22. Mr. McKay enquired about the difficulties in securing equipment for the weather stations if Canada were to assume full responsibility.

23. Mr. Thomson said that special equipment of the type required was either manufactured or controlled by United States interests. At the present time the United States was supplying this equipment for some weather stations operated independently by Canada.

24. Mr. Stead considered it important that all civilian functions in the Canadian north be carried out by Canadians, as Canada could not match the United States military operations in the north man for man and dollar for dollar. Canada should therefore be prepared to take over all civilian operations in the north as soon as conditions permitted. The problems involved in taking over the weather stations appeared to be solely ones of men and equipment.

25. Mr. Thomson stated that the joint weather stations were established initially to meet civilian needs but more and more military importance was being attached to them. Current NATO requirements called for two additional rawinsonde stations in the Canadian north on Banks Island and at Spence Bay and these should be provided before Canada considered taking over complete operation of the stations now in existence.

26. Mr. Phillips said that, quite apart from manpower or financial considerations, it seemed unlikely that Canada would wish to assume full responsibility for the operation of military installations designed for the defence of North America as a whole. It was therefore important to consider the extent to which Canadian sovereignty could be fortified by the Canadian manning of civilian stations. It would be helpful to evolve some

principles respecting the operation of civilian stations before it was necessary to reach a decision on the degree of Canadian participation in North American defence projects on Canadian soil.

27. General McNaughton stated that the problem lay in what Canada could best accomplish with the limited resources at her disposal, and the question of taking over the joint weather stations was primarily one of timing.

28. Mr. Thomson said the weather information gathered at the four satellite stations was collected at Resolute and transmitted to Edmonton. There it was placed on a teletype for distribution to all parts of the world. Certain studies based on information gathered by the Arctic weather stations had been made by Canada but the Meteorological Services were not capable of carrying out detailed tabulation of the material since they did not have the necessary equipment. If this equipment were provided tabulation could be taken over from the, United States Weather Bureau.

29. The Chairman said it appeared that the problem of taking over the joint weather stations was primarily one of timing and that Canada should work towards assuming responsibility for the stations as soon as possible.

30. The Committee agreed that a memorandum should be submitted to the Cabinet recommending that Canada take over the complete operation of the joint weather stations as soon as time and resources permit. The memorandum would be drafted by the Secretariat and cleared through the Committee before submission.

IV. Operation CORRODE

31. W/C Hunt reported orally on the progress of Operation Corrode.

V. 1954 Beaufort Sea Expedition (Document ND-70) (Confidential)

32. The Secretary explained that at a recent meeting held in the Defence Research Board a representative of the United States Navy had enquired if there would be any objection to an icebreaker engaged in oceanographic work in the Beaufort Sea returning through the Northwest Passage. This would allow a longer period of operations.

33. A/M Slemmon said he thought the proper procedure was to suggest that the U.S. Navy approach the Royal Canadian Navy about the question through normal service channels. If any problems arose the Royal Canadian Navy could then refer them to the A.C.N.D.

34. The Committee agreed that the problem should be referred by the U. S. Navy to the Royal Canadian Navy through normal service channels.

VI. Items of General Interest:

35. The Secretary reported the following items of general interest:

(a) Presentation of the Amundsen Letters to the Norwegian Government (Unclassified)

36. On the 19th of November the Minister of Resources and Development presented to the Norwegian Minister the letters addressed to Amundsen recovered from Cape Columbia, northern Ellesmere Island, by a Defence Research Board expedition last summer. The ceremony took place at the Norwegian Minister's residence and part of it was being broadcast to Norway on the international service.

b) Canadian Note on the 1954 Solar Eclipse (Confidential)

37. The Department of External Affairs had notified the U.S. Embassy of Canadian Government approval of the U.S.A.F. request to use instrumented sites in Canada to observe the 1954 solar eclipse.

38. A full written account of the nature of the proposed investigation including the instrumental methods, and the purposes of the observations had been requested, together with a copy of the final report after the observations had been completed. The invitation to send Canadian observers was accepted and assistance with radio communication and weather information was offered.

(c) R.C.A.F. Fall Resupply Mission to the Joint Arctic Weather Stations (Unclassified)

39. The fall resupply mission to the Joint Arctic Weather stations was successfully completed by the R.C.A.F. during the latter half of October. The task this year was taken over by 435 Squadron from Edmonton flying C-119, or "flying box car" aircraft. It had previously been done by 426 Squadron from Dorval which is equipped with North Star aircraft. The C-119 is a much more-suitable aircraft for the air resupply as it can carry much greater loads over the comparatively short distances. As usual at this time of the year flying conditions were poor, but the operation was completed without incident. The Christmas supply drops were planned for the 7th and 14th of December, out of Churchill. This operation delivers Christmas mail

to a number of isolated posts in the eastern and central Arctic as well as to the Joint Arctic Weather stations.

VII. Other Business

(a) Re-Siting of Coppermine (Confidential)

40. A/V/M Cowley said that, as the Department of Transport was planning extensive building at Coppermine within the next few years, they would like to know when the new site for the settlement would be chosen.

41. Mr. Rowley stated that the site survey would be carried out during the spring and early summer of 1954. It was expected that a new site would be chosen by the time the supply ship arrived at Coppermine late in July or early in August. The new site would probably be within a few miles of the present site and building materials for the proposed Department of Transport buildings could be loaded on the same ship.

42. Mr. Stead stated that, as in the case of Aklavik, the Department of Finance was prepared to support building projects at Coppermine which would otherwise have their concurrence on the understanding that construction would not begin until the new site had been chosen.

(b) Functions of the A.C.N.D. (Unclassified)

45. The Chairman stated that he saw no reason for any change in duties and responsibilities of the A.C.N.D. arising out of the proposed reorganization of the Department of Resources and Development.

(c) H.M.C.S. Labrador (Confidential)

44. The Chairman reported that the Deputy Minister of Transport had enquired about the progress of H.M.C.S. "Labrador", as he had heard that completion might be delayed. This could affect the supply of Joint Arctic Weather stations next summer. The Secretary had therefore asked the Royal Canadian Navy and had been informed that there was no indication at present that H.M.C.S. "Labrador" would not be completed in time to take part in the Sea Supply Mission.

(d) Navigation in Hudson Strait (Confidential)

45. Mr. Boyer stated that his department had received a number of enquiries from mining companies with interests in the Ungava Bay area about navigation conditions in Hudson Strait and Ungava Bay. Rather than answer these questions individually he had called an informal meeting in Ottawa on December 18 to discuss the problems. The meeting would be attended by representatives of the various companies, interested government departments and agencies, and probably, of Lloyd's.

(e) Chairmanship of the Construction Sub-Committee (Unclassified)

46. Mr. Legget pointed out that, although he had been appointed Chairman of the Construction Sub-Committee, the National Research Council which he represented was not an operating department. He felt that as the Department of Public Works was now represented on the A.C.N.D. by its Deputy Minister, the chairman of the Construction Sub-Committee should be the Deputy Minister of Public Works. He himself had a very real interest in the work of the Construction Sub-Committee and would like to remain as a member of it.

47. General Young stated that, if the Committee agreed he would be willing to become chairman of the Construction Sub-Committee. He was however already the chairman of the Research and Development Sub-Committee, and this might be taken over by the Deputy Minister of Resources and Development.

48. The Committee agreed that the Deputy Minister of Public Works should become the chairman of the Construction Sub-Committee in place of Mr. Legget and that Mr. Legget should become a member of the sub-committee. The appointment of a new chairman of the Research and Development Sub-Committee was left for further consideration.

VIII. Date of Future Meeting

49. The Committee agreed to meet at 2:30 p.m. on December 21, 1953, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

November 27, 1953.

14. The fourteenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, December 21, 1953.

Present:

Mr. R.G. Robertson, (Chairman) Deputy Minister of Northern Affairs and National Resources,
Mr. K.W. Taylor, Deputy Minister of Finance,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,
Dr. O.M. Solandt, Chairman, Defence Research Board, Department of National Defence.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs,
A/V/M A.T. Cowley, representing the Deputy Minister of Transport,
Dr. G.S. Hume, representing the Deputy Minister of Mines and Technical Surveys,
Lt.-General G.G. Simonds, representing the Chairman, Chiefs of Staff, Department of National Defence,
Mr. R.F. Legget, representing the President, National Research Council,
Mr. R.A.J. Phillips, representing the Assistant Secretary to the Cabinet.

Mr. G. Rowley, Department of Northern Affairs and National Resources, (Secretary)
Lt.-Cdr. A.A. Beveridge, Privy Council Office. (Associate Secretary)

Also Present:

Major-General S. F. Clark, Department of National Defence (Army).
Mr. G.W. Stead, Department of Finance.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. W.H. Barton, Department of External Affairs.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the Thirteenth Meeting:

(a) R.C.A.F. Report on Conditions at Chimo (Confidential)

1. General Simonds described the role of the R.C.A.F. at Chimo since the U.S.A.F. had vacated the air base late in 1949. A certain amount of U.S. equipment had been handed over to the Department of Transport for use in the continued operation of the meteorological station. The remainder of the U.S.-owned equipment was to have been removed by the U.S.A.F. during the shipping season of 1950. The R.C.A.F. had agreed to act as caretaker for this material until that time. During the summer of 1950 the U.S.A.F. had removed some of this equipment but the rest was left. It had apparently been abandoned by the U.S.A.F. but there was no official statement to this effect on record. None of the equipment was of any value to the R.C.A.F. The R.C.A.F. had recently asked the U.S.A.F. for an official statement that they had no use for the equipment left at Chimo. When this was received the D.O.T. would be notified and the equipment could be disposed of through the Crown Assets Disposal Corporation.

2. General McNaughton said that he would make a statement to this effect at the January meeting of the P.J.B.D.

3. The Committee agreed that, when the U.S.A.F. had officially stated that they had abandoned the equipment at Chimo, it would be turned over to the D.O.T. for disposal through the Crown Assets Disposal Corporation.

(b) Resiting of Aklavik (Confidential)

4. Mr. Robertson reported that following the last meeting of the A.C.N.D. a memorandum had been sent to the Cabinet recommending that approval in principle be given to the move of Aklavik to a more suitable site, that construction at the present site be discontinued, and that the Department of Northern Affairs and National Resources be responsible for planning and handling arrangements for the move in consultation with other interested departments and with the Advisory Committee on Northern Development. The Cabinet had approved these recommendations. A committee in the Department of Northern Affairs and National Resources had begun preliminary work on planning the move. It was hoped that a survey party would be able to reach Aklavik by the 15th March in order that winter, break-up, and summer conditions could be observed before a decision was made.

5. Mr. Stead said he had suggested at the last A.C.N.D. meeting that items for building at Aklavik should be left in this year's estimates, on the understanding that no project would be started until the new site had been found. It had now been decided to remove these items rather than include in the estimates money which could not be spent. In their place a round sum of \$100,000 was being included in the estimates of the Department of Northern Affairs and National Resources to finance the survey and any preliminary work. It was understood that, when the timing of the move was more definite, supplementary estimates for necessary building projects would be considered. He suggested that an interdepartmental committee be formed to draw up a programme showing the action required to resite Aklavik and the money needed to carry it out.

6. Mr. Robertson said that the survey party would not have to examine the entire delta in detail. The new site could probably be chosen from two or three locations previously selected as the most likely.

7. Dr. Solandt pointed out that, if it were decided to build an early warning line across northern Canada, a great deal of material would undoubtedly be shipped down the Mackenzie River to the Arctic coast. It would be very advantageous if Aklavik could serve as a transshipment point between river and ocean traffic.

8. Mr. Rowley said that Aklavik was primarily an administrative and trading centre for the Mackenzie Delta. It was doubtful if a site could be found which could also serve as a transshipment point between river and ocean traffic. The Hudson's Bay Company had chosen Tuktoyaktuk for this purpose after a fairly thorough survey. An airfield at Aklavik would be very useful for air traffic to an early warning line.

9. Mr. Cunningham said he did not think Aklavik should be moved far from its present site since it now served as a meeting place for Eskimo from the north and Indians from the south.

10. Mr. Stead suggested that such factors as the possibility of Aklavik serving as a transshipment point should not be dismissed in advance; they should be considered by the committee planning the resiting of Aklavik.

11. Mr. Robertson said that a legal survey would be required this summer if the new site could be decided early enough.

12. The Committee noted the progress made in planning the resiting of Aklavik.

(c) Chairmanship of the Research and Development Sub-Committee (Confidential)

13. Mr. Robertson referred to the previous meeting of the A.C.N.D. and General Young's suggestion that his place as Chairman of the Research and Development Sub-Committee should be taken by the new Deputy Minister of Resources and Development.

14. Dr. Solandt stated that the Defence Research Board had established an Arctic Research Advisory Committee several years ago to advise the board on northern research. This committee had developed from a purely Defence Research Board group to an interdepartmental committee with representatives from many government as well as non-government organizations. The time now seemed appropriate for the Research and Development Sub-Committee of the A.C.N.D. to assume the interdepartmental responsibilities which had been carried out by the Defence Research Board Arctic Research Advisory Committee. The Defence Research Board would reorganize its own Committee to advise the Board on the military aspects of research in the north. To ensure co-ordination Mr. Rowley could be an ex officio member of the D.R.B. Committee and the Chairman of the D.R.B. Committee could be the D.R.B. representative on the Research and Development Sub-Committee. The Research and Development Sub-Committee would presumably include members from the government agencies now represented on the D.R.B. Arctic Research Advisory Committee.

15. The Committee agreed that

1. Mr. Robertson should be Chairman of the Research and Development Sub-Committee.
2. A list of the government agencies represented on the D.R.B. Arctic Research Advisory Committee should be circulated with the minutes (attached as Appendix A).
3. The composition of the Research and Development Sub-Committee would be considered at the next meeting.

II. Future of the Northwest Highway System (Document ND-71) (Secret)

16. General Simonds stated that the Deputy Minister of National Defence had written to the Chairman of the A.C.N.D. in August describing the Army's problems in administering and maintaining the N.W.H.S., and suggesting that the committee might recommend a long-term policy for the

operation of the system. When the Army took over the highway in 1946 one of the chief reasons had been to provide a practical training ground for Army engineers. Since that time maintenance of the highway had become a relatively routine matter while commitments in Korea and Europe had made it progressively more difficult for the Army to provide the manpower needed for the highway. An increasing proportion of personnel working on the highway and of the traffic using it was becoming civilian. Though the Army was fully responsible for maintenance, the Province of British Columbia and the Yukon Territory benefited directly through revenue and indirectly through economic development. Two possible solutions to the problem were for a civilian department of the federal government to take over the highway and transfer it eventually to the Province of British Columbia and the Yukon Territory, or for British Columbia to become responsible for that part of the highway within the province while the Army might continue to maintain the more northern part.

17. Mr. Robertson mentioned that during their recent visit to Ottawa, representatives of the Government of British Columbia had indicated quite clearly that the province had no interest in assuming responsibility for the maintenance of any part of the highway.

18. General Simonds said there was no doubt about the strategic importance of the Alaska highway both to Canada and to the U.S. The civilian significance was considerable however, particularly in the southern section.

19. General McNaughton explained that at the time when Canada assumed responsibility for the highway the future civilian value of the road had not been clear. The international military situation was difficult to forecast and the Canadian Army had trained engineer personnel available. They were therefore given the task of maintaining the highway until its future value was more definite. The situation had now changed; the Army had commitments abroad which were taxing its resources, and the peace-time value of the highway had been demonstrated. It seemed that the time had come when responsibility for the highway should be assigned to a civilian department, presumably Public Works. The experience of two wars however had shown that the Army's greatest need on mobilization was for officers with practical training in major engineering projects. He suggested therefore that some 20% of the engineering staff¹⁶⁴ of the highway should continue to be service officers, seconded for a period of two of three years from the

¹⁶⁴ *Editors' Note:* The original document contains a handwritten note that modifies the sentence to read: "He suggested therefore that some 20% of the officers of the engineering staff".

Army Engineers or the Air Force Construction Engineering Branch. This principle should also be extended to include other major engineering projects undertaken by the Department of Public Works. He had discussed both the future of the highway and the general principle of seconding service engineers to Public Works projects with General Young, Deputy Minister of Public Works, and he was expressing General Young's views as well as his own. In connection with the future of the highway General Young had said that the transfer of control to the Department of Public Works could only be made gradually and would take about four years to complete.¹⁶⁵ The P.J.B.D would hope that the system would continue to be maintained at the present high standard but it would not feel that the work should necessarily be done by the Army.

20. General Simonds welcomed General McNaughton's proposal as it would relieve the Army of its difficulties in maintaining the N.W.H.S. and would ensure excellent training for service engineers. Participation in major engineering works would also assist in recruiting young engineers from universities. The Army might have difficulty initially in providing the engineering staff required but would make every effort to fill its quota as soon as possible. There would be a continuing need for an Army headquarters in Whitehorse.

21. General Clark said that General McNaughton's proposal would have greater training value than the current task of maintaining the highway as it would provide experience in a variety of engineering projects.

22. A/V/M Cowley stated that the Department of Transport had always been very satisfied with the way in which the Army had maintained the highway. He enquired whether the proposed change was part of a general Army policy of retrenchment and whether the Department of Transport would be asked in the near future to take over the operation of more of the stations of the Northwest Territories and Yukon Signals System.

23. General Clark said that the Northwest Territories and Yukon Signals System provided excellent training for Signals personnel. It did not have the same basic problems as the N.W.H.S. since it was run almost exclusively by Army personnel, and there was no intention of changing the policy of

¹⁶⁵ *Editors' Note:* The original document contains a handwritten note that modifies the sentence to read: "In connection with the future of the highway General Young said that he would prefer to see that the Army retain its present responsibility for the Northwest Highway System but if this were not possible then the transfer of control to the Department of Public Works could only be made gradually and would take about four years to complete."

operating the system.

24. Mr. Robertson suggested that the A.C.N.D. might recommend to the Cabinet that the Department of Public Works take over full responsibility for maintaining the N.W.H.S. within four years on the understanding that approximately 20% of the engineering staff would be provided by the armed services.

25. General Clark considered that arrangements for the transfer of responsibility should be decided as soon as possible since the Army was facing a large building programme on the highway and did not wish to erect buildings which might not be suitable for Public Works.

26. General Simonds suggested that a committee of representatives of the Army, the Department of Public Works, and the Department of Finance consider the means of effecting the transfer.

27. The Committee agreed

- (a) to recommend to the Cabinet that the Department of Public Works should take over responsibility for administering and maintaining the N.W.H.S. from the Canadian Army within four years on the understanding that the armed services would provide 20% of the engineering staff;¹⁶⁶
- (b) that a committee of representatives of the Canadian Army, the Department of Public works, and the Department of Finance under the chairmanship of the Quartermaster General should consider as soon as possible the means of effecting the transfer. The group would report to the A.C.N.D. and the recommendation to the Cabinet would be based on their report.

III. Report of the Construction Sub-Committee (Confidential)

28. In the absence of General Young the Secretary reported that the first meeting of the Construction Sub-Committee had been held on Wednesday, 16th December. It was a preliminary meeting to discuss the purpose and terms of reference of the sub-committee. Arrangements were made for a

¹⁶⁶ *Editors' Note:* The original document contains a handwritten note that modifies the sentence to read: "20\$ of the officers of the engineering staff."

report on the government building programme in the north for the fiscal year 1954-55.

IV. Accommodation for Scientists at the Joint Arctic Weather Stations (Confidential)

29. Mr. Rowley explained that at each of the joint Canada-U.S. weather stations a limited amount of accommodation was available for scientists in addition to that required by the station staff. In the past when there had been more applicants than could be accommodated the Arctic Research Advisory Committee of the Defence Research Board had been responsible for allotting the available space. It was suggested that the responsibility for allocating space for scientists at the joint weather stations might in future be assumed by the Department of Northern Affairs and National Resources acting on the advice of the Research and Development Sub-Committee of the Advisory Committee on Northern Development.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-72, 15th December, 1953).

30. Dr. Solandt said that transportation to the joint Arctic weather stations was provided by the R.C.A.F. At their request the Defence Research Board had screened requests for air transportation of scientists. While allocation of accommodation might well be handled by the Department of Northern Affairs and National Resources, the R.C.A.F. might wish to retain control of aircraft space within the Department of National Defence.

31. The Committee agreed that the allocation of accommodation for scientists at the joint Arctic weather stations should be the responsibility of the Department of Northern Affairs and National Resources acting on the advice of the Research and Development Sub-Committee.

V. Report on Government Activities in Northern Canada (Unclassified)

32. Mr. Rowley explained that on the 22nd January, 1953, the Cabinet had directed that the A.C.N.D. consider and report immediately and periodically thereafter on all phases of development in the Canadian Arctic. A comprehensive report had been prepared by the Secretariat and submitted to the Cabinet early in the year. It had been agreed that the report should be kept up to date by the issue of additions and amendments. The first report had been somewhat uneven as the type of information supplied by the

government agencies concerned had varied. To improve the balance of the report and to prevent duplication it was proposed to request specific information for a new edition of the report to cover the calendar year of 1953.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-73, 15th December, 1953).

33. Mr. Stead suggested that, in addition to this information, an indication of the scope of each activity should be given.

34. The Committee agreed that the Secretariat should request government departments and agencies active in the north to prepare a report giving the information detailed in ND-73 together with an indication of the scope of each activity.

VI. Visits of Journalists to the District of Franklin (Confidential)

35. Mr. Rowley explained that for several years Canada and the U.S. had agreed to send only one journalist from each country to visit the joint Arctic weather stations each year. This year this limitation would probably be dropped. It had been suggested that these and other journalists who might visit the District of Franklin should be briefed in Ottawa prior to their journey.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-74, 15th December, 1953).

36. Dr. Solandt suggested that in order to avoid inconvenience to U.S. journalists of a visit to Ottawa, any briefing might be done by the R.C.A.F. at Dorval.

37. Mr. Stead considered it important that visiting journalists, particularly from the U.S., should be familiar with civilian as well as military aspects of government activities in the north. A briefing in Ottawa would serve to emphasize the fact that the District of Franklin was governed by Canada.

38. Mr. Macdonnell did not consider it unreasonable to ask U.S. journalists to visit Ottawa en route to the District of Franklin.

39. Dr. Solandt suggested that the briefing of the different writers could be left to the discretion of the Secretary of the A.C.N.D.

40. The Committee agreed in principle that

- (a) the Secretary of the A.C.N.D., with other officials of the Department of Northern Affairs and National Resources and in consultation with other departments, should have general responsibility for briefing and co-ordinating arrangements for journalists visiting the District of Franklin;
- (b) that if practicable U.S. journalists visiting the District of Franklin should be briefed in Ottawa prior to their trip, and should travel to Resolute by R.C.A.F. aircraft;
- (c) that the Canadian representatives at the forthcoming Canada-U.S. meeting on the joint Arctic weather stations programme be asked to bring forward proposal (b) above.

VII. Items of General Interest:

(a) Bill Respecting The Department Of Resources And Development (Unclassified)

41. Mr. Robertson mentioned that Parliament had passed a Bill which redefined the functions of the Department of Resources and Development. The department had been renamed the Department of Northern Affairs and National Resources and the Minister given wider responsibilities in the north. Co-ordination of government activities in the north, which arose from a recommendation of the A.C.N.D., was specifically included in the legislation.

42. Mr. Legget suggested that a copy of the Bill be sent to members of the A.C.N.D. (attached as Appendix B).

(b) Meeting of the Committee on Eskimo Affairs (Unclassified)

43. Mr. Rowley mentioned that the third meeting of the Committee on Eskimo Affairs had been held on the 20th October. The steps being taken by the government to improve education, health, and welfare among the Eskimo were discussed.

(c) Meeting of the Council of the Northwest Territories (Unclassified)

44. Mr. Robertson mentioned that a meeting of the Council of the Northwest Territories had recently been concluded in Ottawa. The Council had been asked whether the elected membership should be increased from three to five. Members of the Council had suggested that there should be four elected members, and an amendment to the Northwest Territories Act to this effect would probably be considered at the next session of Parliament.

VIII. Other Business

(a) Department of Transport Representative on the A.C.N.D. (Confidential)

45. A/V/M Cowley pointed out that the Department of Transport was being reorganized and that there would be two deputy ministers - one of Transport and the other of Transport for Air Services. The committee might consider which should represent the department on the A.C.N.D.

46. The Committee agreed that the designation of the Department of Transport representative was a matter for decision by the Minister of Transport.

(b) Salt Domes in the Arctic Archipelago (Unclassified)

47. Dr. Hume reported that a party from the Geological Survey had this summer visited certain circular structures on Ellef Ringnes Island, and determined that they were salt domes. These formations, similar to those found in the rich oil fields of Louisiana and Texas, indicate the possibility of important oil discoveries in the north, particularly as more ring structures are known on other islands. He enquired whether this information should be made public, as it might lead to greatly increased interest in the area by oil companies.

48. The Committee agreed that information on the salt domes in the Arctic should be made public.

IX. Date of Future Meeting

49. The Committee agreed to meet at 2:30 p.m. on January 18, 1953, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

January 5, 1954

Appendix A

Government Agencies Represented on the Arctic Research Advisory Committee of the Defence Research Board

Department of Resources and Development
Department of Agriculture
National Research Council
Department of National Defence (Navy)
Department of National Defence (Army)
Department of National Defence (Air Force)
Department of Mines and Technical Surveys
Department of Transport
Department of National Health and Welfare
Department of Fisheries
Defence Research Board

Appendix B

BILL 6.

An Act respecting the Department of Northern Affairs and National Resources.

First reading, November 16, 1953.

First Session, Twenty-Second Parliament, 2 Elizabeth II, 1953.¹⁶⁷

¹⁶⁷ *Editor's Note:* For the full text, see Canada, House of Commons, *Debates*, 16 November 1953.

15. The fifteenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, January 18, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)

Mr. K.W. Taylor, Deputy Minister of Finance,

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,

General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,

Major-General H.A. Young, Deputy Minister of Public Works,

Lieut.-General C. Foulkes, Chairman, Chiefs of Staff,

Commissioner L.H. Nicholson, Royal Canadian Mounted Police,

Dr. O.M. Solandt, Chairman, Defence Research Board,

Mr. C.W. West, Deputy Minister of Transport,

Mr. J.R. Baldwin, Deputy Minister of Transport for Air Services,

Mr. R.B. Bryce, Secretary to the Cabinet, (for Items I and II).

Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs,

Mr. R.F. Legget, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, (Secretary),

LCDR A.A. Beveridge, Privy Council Office, (Associate Secretary).

Also Present:

Mr. R.A.J. Phillips, Privy Council Office,

Mr. A. Watson, Department of Transport,

Mr. G.W. Stead, Department of Finance,

Lieut.-General G.G. Simonds, Dept. of National Defence (Army),

Major-General S.F. Clark, Dept. of National Defence (Army),

G/C N.W. Timmerman, Dept. of National Defence (Air Force),

LCDR H.R. Tilley, Dept. of National Defence (Navy),

Lieut. M.C. McCaskill, Dept. of National Defence (Navy),

A/V/M A.T. Cowley, Department of Transport (Air Services),

Dr. J.W. Watson, Dept. of Mines and Technical Surveys,

Mr. C.J. Marshall, Dept. of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the Fourteenth Meeting:

(a) Membership of the Research and Development Sub-Committee (Unclassified)

1. The Chairman enquired whether satisfactory representation for the Research and Development Sub-Committee would be provided from the agencies now represented on the Defence Research Board Arctic Research Advisory Committee, as listed in Appendix "A" to the minutes of the fourteenth meeting of the A.C.N.D.

2. The Committee agreed that:

- a. The representation as listed would be satisfactory.
- b. The Department of Transport representative should be from the Air Services Division.
- c. The Secretary should request the agencies concerned to nominate members.

(b) Department of Transport Representation on the A.C.N.D. and Chairmanship of the Transportation Sub-Committee (Unclassified)

3. Mr. Robertson reported that the Cabinet had appointed the Deputy Minister of Transport for Air Services to the Committee in addition to the Deputy Minister of Transport. The Deputy Minister of Transport would be Chairman of the Transportation Sub-Committee, on which the Deputy Minister of Transport for Air Services would be represented.

II. Meetings on the Joint Arctic Weather Stations (Confidential)

4. Mr. Phillips reviewed the joint Canada/U.S. annual meeting on the Joint Arctic Weather Stations Programme held in Ottawa on January 14, drawing attention to the following points:

- (a) The Department of Transport was considering the establishment of a Canadian meteorological station on the west coast of Banks Island.
- (b) The proposal to establish a joint weather station at Bridport Inlet had been abandoned.
- (c) The U.S. Government was uncertain about the future of their

station on the ice island T-3, but it seemed possible that it would be abandoned in the near future.

- (d) The U.S. representatives had agreed that the limitation on the number of press correspondents visiting the weather stations should be lifted, that U.S. correspondents should if possible travel by R.C.A.F. aircraft, and that they should be encouraged to visit Ottawa for briefing before going to the District of Franklin.
- (e) Consideration was being given to the preparation of a film of the sea supply next summer.
- (f) At the preliminary Canadian meeting on January 12 the necessity of airstrips at the satellite weather stations had been questioned, and the responsibility for the transport of supplies from the beach to the warehouses at Resolute had been discussed. It had been agreed to refer these problems to the A.C.N.D. The problem of transport of supplies was covered as a separate item on the Agenda.

5. A/V/M Cowley suggested that the airstrip problem might be considered as a question of improving the airstrips to more permanent standards, or simply keeping them useable by minimum maintenance. A paper on this subject might be prepared for the next meeting of the A.C.N.D.

6. The Deputy Minister of Mines and Technical Surveys said that he would prefer permanent airstrips since they would assist scientific investigation.

7. Mr. Robertson suggested that the Departments of Transport and National Defence prepare a paper jointly on the necessity of airstrips in the far north with particular reference to the joint Arctic weather stations for consideration at the next meeting of the A.C.N.D.

8. The Committee noted Mr. Phillips' report and agreed that a paper be prepared jointly by the Departments of Transport (Air Services) and National Defence on the necessity for airstrips in the far north, with particular reference to the joint arctic weather stations for consideration at the next meeting.

III. Early Opening of the Haines Cut-Off Road (Confidential)

9. Mr. Robertson reported that the United States wanted to open the southern 48 miles of the Haines Cut-Off Road. This included 6 miles of road in Canada, and they had requested Canadian permission through the Special Commissioner for the pipeline. The request had been cleared with the departments concerned and permission had been granted. It now appeared likely that the United States would request permission to open the remainder of the road some time in March.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-75, January 13, 1954).

10. General Simonds said that the Army had no objection to the road being opened early provided that this did not involve expense to the Canadian Army and that the use of the road was subject to such restrictions as the Army considered necessary to prevent permanent damage.

11. General Clark considered that opening the road in March would prove expensive. It was estimated that if the Army were to do the work the costs would be as follows:-

| | | |
|------------------------|---|------------------|
| Snow clearance | - | \$ 26,000 |
| Maintenance | - | 15,000 |
| Additional maintenance | - | 40,000 |
| owing to extra traffic | | |
| Capital equipment | - | 145,000 |
| Freight | - | <u>8,000</u> |
| Total | - | <u>\$234,000</u> |

The only available snow blower was probably the Army one which is used on the Alaska Highway. If it were diverted to the Haines Cut-Off the Alaska Highway might be blocked. The extra traffic resulting from the pipeline construction would require from \$40,000 to \$50,000 for additional maintenance this year. This might be reduced to some extent if part of the heavy equipment were moved over the road while the ground was frozen.

12. The Deputy Minister of Public Works said that all previous discussions concerning the opening of the Baines Cut-Off had been based on the assumption that Canada would not be expected to do the work or to pay for it.

13. The Chairman, Canadian Section, P.J.B.D., said that the road would be opened by the three contractors who were building the pipeline. It was important that the U.S. officials should be aware of the problems involved in opening the road and the cost, and he suggested that they should visit Ottawa for briefing. It was important to prevent permanent damage to the road and a Canadian Army engineer should supervise the work.

14. Mr. Robertson suggested a meeting in Ottawa with the U.S. officials concerned with the opening of the Haines Cut-Off. It seemed that permission for early opening of the road might be granted on condition that Canada would not be expected to do the work or contribute to the cost, and that Canadian authority over the road could be maintained by an Army engineer who would supervise the work. The additional maintenance costs owing to the pipeline traffic should be borne by Canada.

15. General Clark considered the meeting should be held as soon as possible as the Commander of the Northwest Highway System was at present in Ottawa. Snow conditions were at their worst during March and April and it would take time to procure the snow blowers necessary.

16. General McNaughton said the U.S. Government had considered stockpiling snow-clearing equipment at Haines, and this might be made available for opening the Haines Cut-Off.

17. Mr. Wershof pointed out that the opening of the road by the United States would not establish a precedent for future years to the same extent as if the work were done by Canada.

18. The Committee agreed that:

- (a) There would be no objection to the Haines Cut-Off Road being opened in March provided there was no expense to Canada.
- (b) A Canadian Army engineer should supervise the work to maintain Canadian control and to ensure that there was no permanent damage to the road.

- (c) A meeting should be held in the near future in Ottawa with the U.S. officials concerned to inform them of the problems and expense involved.
- (d) Normal maintenance costs resulting from the pipeline traffic should be borne by Canada.

IV. Report of Activities at the Cape Christian Loran Station during the Summer of 1953. (Unclassified)

19. Mr. Robertson said that the report on activity at Cape Christian was for the information of the members. No action was required,

(Secretary's memorandum Document ND-76, January 13, 1954).

V. The Move of Aklavik (Secret)

20. Mr. Robertson reported that a committee in the Department of Northern Affairs and National Resources had made a preliminary study of the move of Aklavik. The committee had recommended that:

- (a) A special sub-committee of the A.C.N.D. be established to plan the Aklavik move.
- (b) A site survey team be organized.
- (c) A project manager be appointed. An explanatory note had been circulated.

(Secretary's memorandum Document ND-77, January 13, 1954).

21. General Young did not consider the availability of arable land was sufficiently important to affect the choice of site.

22. The Chairman, Chiefs of Staff, said that the R.C.N. was planning to move the naval station to the new site, and would like to be represented on the survey party.

23. The Commissioner, R.C.M.P., said the information he had gathered agreed with the suggestion that the new site should preferably be on the west side of the Delta. On the whole the natives at Aklavik would welcome the move. Plans for a water and sewer system might require amendment to the Northwest Territories ordinances dealing with sanitation.

24. Mr. Robertson considered that the special sub-committee should have sub-groups to deal with specialized topics such as financial arrangements. The departments concerned should nominate their members of both the sub-committee and the survey team as soon as possible. The survey team should be prepared to remain in the Delta for at least three months. The project manager should head the survey team and he should be appointed as soon as possible.

25. Mr. Stead suggested that two project managers might be required, one in Aklavik and the other in Ottawa.

26. General Young agreed that a working committee should be established at once and suggested that Mr. Cunningham, Director of the Northern Administration and Lands Branch, should be the chairman. The membership of the working committee as set out in para. 9(a) of Document ND-77 seemed appropriate. The committee should be kept small but other opinions could be sought as the need arose.

27. Mr. Cunningham said that an organizational meeting of this sub-committee should be held in the near future. If he were chairman no additional representative from the Department of Northern Affairs and Nation Resources would be necessary.

28. The Deputy Minister of Finance suggested that the possibility of establishing one hospital and one school to serve the whole community be examined,

29. Commissioner Nicholson suggested that an advisory group might be established from among the residents of Aklavik. They, with the Sub-District Administrator, could study local problems arising from the move. This would provide useful information and give the townspeople a feeling of participation in the planning.

30. Mr. Robertson agreed with Commissioner Nicholson and asked Mr. Cunningham to examine the matter.

31. Dr. Solandt said there was an increasing interest in the United States in a distant early warning line along the Arctic coast. If such a project were undertaken it would radically affect the north. The possibility of Aklavik serving as a transshipment point should be an important factor when choosing the new site. It might on the other hand be preferable to have two separate settlements, one the administrative and trading centre and the other the military centre.

32. General Young considered that the duplication of such facilities as schools and hospitals which would result from two settlements should be avoided if possible.

33. General McNaughton agreed that pressure for a distant early warning line was building up in the United States, but it was impossible at this time to make a definite statement. He hoped to be able to report more fully on this at the next meeting.

34. Mr. Rowley said that, while it appeared unlikely that a site suitable for transshipment from river to sea transport could be found for Aklavik, early warning installations along the Canadian coast to the west and on the north Alaskan coast might possibly be served by a road from the new site. In any event an airfield at Aklavik could serve as a distribution point for air supply. The possibility of a distant early warning line should also be considered in the resiting of Coppermine, which might also become an important shipping point if it had a good harbour. The Aklavik survey team should examine the Coppermine area after or during the Aklavik survey. A paper on the resiting of Coppermine was being prepared for the next meeting.

35. The Committee agreed that:

- (a) A special sub-committee be established to deal with the Aklavik move. The representation suggested in Document ND-77 should be followed and the chairman should be Mr. F.J.G. Cunningham.
- (b) The survey team should be organized immediately and should be in Aklavik by the end of March.
- (c) A project manager should be appointed by the Deputy Minister of Northern Affairs and National Resources. Members of the committee should suggest the names of anyone they wished to recommend for this appointment.

VI. Vehicle Mobility Trials at Kapuskasing (Restricted)

36. Mr. Robertson reported that vehicle mobility trials were being held at Kapuskasing and that observers had been invited to attend these trials by the Defence Research Board.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-78, January 13, 1954).

VII. Resupply of the Joint Arctic Weather Stations, 1954. (Confidential)

37. Mr. Robertson said that the A.C.N.D. had been asked to consider the responsibility for transport of supplies from beach to the warehouses during the sea supply mission at Resolute Bay.

An explanatory note had been circulated.

(Secretary's memorandum Document ND-79, January 13, 1954)

38. The Deputy Minister of Transport said that his department was prepared to assume responsibility for the carriage of supplies from the ships to the warehouses. The unloading operations would be carried out as quickly as possible but it would necessarily take considerably longer than in previous years. As the Department of Transport had previously considered its responsibility to end with the landing of supplies on the beach, additional funds would be necessary. The Department of Transport would require a list of all equipment available at Resolute for transport of cargo. It would also be necessary for extra working crews to be flown to Resolute for the unloading. They could be accommodated on board ship.

39. G/C Timmerman said that the R.C.A.F. would supply the Department of Transport with a list of equipment available. The R.C.A.F. would undertake to fly in the working crews and would also give every possible assistance to the Department of Transport at Resolute Bay. This assistance would be on a scale not less than that which they had given last year to the U.S. Navy.

40. Mr. Stead said that the additional funds necessary should come from the same vote as the original provision.

41. Mr. Robertson suggested that the fact that Canada was assuming responsibility for the sea supply mission should be made public by means of a press release.

42. The Committee noted:

- (a) That the Department of Transport would assume responsibility for the transport of supplies from ship to warehouses at Resolute.

- (b) That the R.C.A.F. would provide assistance on a scale not less than had been the practice in previous years and would transport additional working crews from Dorval to Resolute and back by air.

43. The Committee agreed that:

- (a) The problems involved in handling supplies for Resolute be studied by the Transportation Sub-Committee.
- (b) A press release should be prepared by the Department of Transport on the assumption by Canada of responsibility for the sea supply mission.

VIII. Items of General Interest:

44. The Secretary reported the following items of general interest:-

(a) Canada-U.S. Beaufort Sea Expedition 1954. (Confidential)

45. A conference was held in the Defence Research Board on 15th January to discuss the Beaufort Sea Expedition next summer. A number of United States representatives were present. The scientific plans were discussed in some detail and it was agreed that the Chief of Naval Operations of the U.S. Navy would initiate a formal request to Canada for permission. The proposed area of operations is in M'Clure Strait and Viscount Melville Sound west of the 100th Meridian.

(b) Polio Outbreak at Maguse River

46. Towards the end of 1953 there was an outbreak of polio at Maguse River. Maguse River lies in that part of the District of Keewatin affected by the widespread epidemic of 1948-49. Fourteen cases occurred, all among a group of twenty-three Eskimo who had moved to the mainland early in the summer from Southampton Island. Three were fatal and there are two cases of residual paralysis. The epidemic now appears to be over.

(c) H.M.C.S. "Labrador"

47. It appears the completion date of H.M.C.S. "Labrador" may be delayed. It is anticipated at this time that the delay will not prejudice the resupply of the R.C.M.P. detachment at Alexandra¹⁶⁸ Fjord, although the ships

¹⁶⁸ *Editors' note:* the original document reads "Alexander."

departure from Halifax will now be later than the 1st July, 1954, as previously planned.

IX. Other Business:

(a) Meeting on Navigation Conditions in Hudson Strait and Ungava Bay

48. Mr. Boyer reported that a meeting had been held in his office on December 18 with representatives of various government departments, shipping firms, and iron companies with interests in the Ungava Bay area. The purpose of the meeting was to make known the information available on shipping conditions in Ungava and Hudson Strait and to determine the requirements of the companies. Copies of the minutes would be distributed to members of the A.C.N.D.

(b) Canadian Ports on the Alaska Panhandle

49. Mr. Boyer enquired about the proposal of the British Columbia and Yukon of Mines that Canada should attempt to negotiate for access to the sea through the Alaska Panhandle.

50. Mr. Robertson stated that no action of any kind had been taken by the government.

(c) Hydro-Electric Developments in the Yukon

51. Mr. Boyer asked if a report on the possible hydro-electric developments in the Yukon and northern British Columbia could be prepared for the next meeting of the A.C.N.D.

52. Mr. Robertson said that he had asked Frobisher Limited for the results of their surveys. When this was received a report would be prepared for the members of the Committee.

X. Date of Future Meeting

53. The Committee agreed to meet at 2:30 p.m. on February 15, 1954 in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

January 26, 1954.

Appendix (to Item V)

Press Release - Wednesday, October 21, 1953

Statement by the Hon. Brooke Claxton, Minister of National Defence

The Royal Canadian Navy has taken over from the United States Air Force the operation of the Arctic radio station on Padloping Island, Baffin Island. Padloping Island is on the east coast of Baffin Island and is about 40 miles north of the Arctic Circle. It is situated at latitude 67 degrees 06 minutes north and longitude 62 degrees 22 minutes west.

Function of the station is to carry out meteorological observations and provide radio navigational aids to aircraft flying the northern route between North America and Europe, as well as those operating in Canada's Far North.

The station was established by the U.S. Air Force, with the approval of the Canadian Government, during the Second World War. Known by the code name of Crystal III, its principal purpose was to furnish weather information and radio aids to aircraft being ferried across the Atlantic to Europe.

The USAF continued to operate the station in the post-war period but has now turned it over to the RCN in accordance with an agreement between the governments of the two countries whereby Canada assumes responsibility for the station. The RCN will operate the station pending the manning of the station by personnel of the Department of Transport, who will ultimately assume responsibility for its operation.

The Padloping Island station is completely self-sufficient. For most of the year -- during the freeze-up period -- it is completely isolated and supplies and mail have to be dropped from the air. The bulk of the station's stores are delivered by ships which make an annual summer expedition to re-supply far northern stations.

Petty Officer William K. Carson, of Toronto, a communications specialist, will be in charge of the station, which will have a complement of 18 men of the RCN, plus five Eskimos.

A communications staff of nine will man the radio equipment and make meteorological observations. To train them for the latter duty, the men received a special course at the Meteorological School of the RCN Air Station, HIVES Shearwater, near Dartmouth, N.S. Besides PO Carson, the communications specialists are Leading Seameu William R. Gaudet, Charlottetown; Henry W. Dyck, Kitchener; Jacob Fehr, Aberdeen, Sask.; and Joseph C. Kelly, Chapeau, Que., and

Able Seamen Joseph K. MacDonald, Morel', P.E.I.; Garfield T. Sweet, Centreville, N.S.; Robert J. Young, Belleville, Ont., and Ronald A. Cunningham, Sarnia.

The station's power and heating plants will be operated by an engineering staff headed by PO Gordon C. Tomlinson, of Galt, Ont., and consisting, additionally, of Able Seamen Rervin C. Salberg, Redcliff, Alta.; Donald W. MacKenzie, Truro, N.S., and John M. Maule, Oshawa, Ont.

Petty Officer Kenneth D. Powell, of Hamilton, a medical assistant, will attend to the medical needs of his "shipmates".

Petty Officer Gordon H. Wings, of Ottawa, a radio technician, assisted by AB Donald R. Burgess, of Pembroke, Ont., an electrician's mate, will be responsible for the maintenance and repair of radio and electrical equipment.

Ldg. Sea. James W. Dixon, of Toronto, a naval storesman, will be in charge of the station's food and other supplies.

The all-important job of cook will be handled by Ldg. Sea. William J. Martell, of Picton, Ont.

16. The sixteenth meeting of the Committee was held in the Council Chamber, mast Block, at 2:30 p.m. on Monday, February 15, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)
Mr. K.W. Taylor, Deputy Minister of Finance,
Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,
General C. Foulkes, Chairman, Chiefs of Staff,
Mr. C.W. West, Deputy Minister of Transport,
Mr. R.A. MacKay, Acting Under-Secretary of State for External Affairs.

Mr. R.F. Legget, representing the President, National Research Council,
Superintendent H.A. Larsen, representing the Commissioner, R.C.M.P.
Mr. T.A. Harwood, representing the Chairman, Defence Research Board,
Mr. R. Dodds, representing the Deputy Minister of Transport for Air Services,
Mr. R.A.J. Phillips, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Major-General S. F. Clark, Department of National Defence (*Army*),
G/C N.W. Timmerman, Department of National Defence (R.C.A.F.),
Mr. G.W. Stead, Department of Finance,
Mr. A. Watson, Department of Transport,
Mr. F.J.G. Cunningham, Dept. of Northern Affairs and National Resources,
Dr. F.G. Ridge, Department of Northern Affairs and National Resources,
Mr. L.T. Campbell, Department of Transport (Air Services),
Mr. W.H. Barton, Department of External Affairs,
Mr. C.J. Marshall, Dept. of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the Fifteenth Meeting:

(a) Requirement for Airstrips in the Far North (Secret)

1. The Chairman suggested that consideration of the requirement for airstrips in the far north be deferred until the next meeting in order to give the Departments of National Defence and Transport sufficient time to prepare their report.

2. Mr. MacKay reported that a member of the Department of External Affairs had recently discussed with officials of Northeast Air Command in Newfoundland their plans for additional airfields. The surveys made last summer had shown that it would probably be impossible to construct a permanent field at Eureka, and that it would be difficult and very expensive to do so at Alert and Clyde. A field at Clyde would be of great use to short-range aircraft flying in the north but it appeared unlikely that any U.S. funds would be available for construction.

3. The Committee agreed to defer consideration of this item until the next meeting.

(b) Early Opening of the Haines Cut-Off Road (Confidential)

4. Mr. Robertson referred to the conference with U.S. officials called to discuss the early opening of the Haines Cut-Off Road. It had been determined that the U.S. would not ask for the road to be opened early and the matter could be considered closed.

(Secretary's memorandum Document ND-80, February 10, 1954).

(c) Resiting of Aklavik (Restricted)

5. Mr. Robertson reported that the Aklavik Sub-Committee had held three meetings and reached a number of conclusions. These should be examined by the Committee and a definite policy established since the Project Manager would receive many enquiries at Aklavik about government assistance in the move.

(Secretary's memorandum Document ND-81, February 11, 1954).

6. The Chairman, Canadian section, P.J.B.D. said it appeared likely that large quantities of military supplies would be moved down the Mackenzie River during the next few years, and it would be important to have adequate facilities for transshipment and air communications, It was not possible to go into detail at the present time but the importance of this factor should be known to the survey team. During the next few years the fur trade in the Delta might become relatively unimportant compared with the transportation of defence supplies.

7. Mr. Robertson reported that Mr. C.L. Merrill had been appointed Project Manager. The organization of a local advisory committee at Aklavik would be one of his first tasks when he went north. While the sub-committee was of the view that there should be one hospital only at the new site, success in achieving this objective would depend on negotiations with the agencies concerned. For that reason it would perhaps be desirable not to “decide” that there should be only one hospital, but to agree that such a solution would be the best and to direct that study be undertaken of the means by which it could be achieved,

8. Mr. Cunningham explained that it was not yet possible to estimate accurately the amount of supplies and equipment which should be sent to Aklavik this summer in preparation for construction next year. The sub-committee had agreed however that it would be more economical for earth-moving equipment to be bought by the federal government rather than rented from a contractor. It was desirable to send this equipment to Aklavik this summer so that it would be available at the beginning of the construction season next year.

9. The Deputy Minister of Finance pointed out that the recommendations in the sub-committee’s report would be subject to modification as the project progressed. In preliminary negotiations with local residents definite commitments as to government policy should be avoided, particularly as to the character and extent of financial assistance.

10. Mr. Legget invited members of the Committee to examine the photographic mosaics of the Mackenzie Delta which had been prepared at the Building Research Division.

11. The Committee:

- (a) Approved the recommendations of the Aklavik Sub-Committee.

(b) Agreed that the recommendations would be subject to modification as the project progressed.

(c) Agreed that a report on the progress of the arrangements for the move of Aklavik should be made at each meeting.

(d) Resupply of Resolute - Report of the Transportation Sub-Committee (Confidential)

12. The Deputy Minister of Transport reported that the Transportation Sub-Committee had met to discuss the details of the supply of Resolute. It had been agreed that all departments would submit their northern freight requirements to the Department of Transport by 28 February. At Resolute the Department of Transport would be responsible for delivering supplies to the R.C.A.F. warehouses.

(Secretary's memorandum Document ND-82, February 12, 1954).

13. In reply to a question by the Deputy Minister of Finance, Mr. West said that, although the estimate of \$120,000 for the resupply mission had been based on delivery of supplies at high water mark, he thought that this would not be greatly exceeded. Any additional funds necessary would be requested in the supplementary estimates of the Department of Transport.

14. The Committee noted the report of the Transportation Sub-Committee.¹⁶⁹

II. Report of the Northwest Highway System Sub-Committee (Confidential)

15. General Clark reported that the Northwest Highway Sub-Committee had reached the following agreements:

(a) that the Department of Public Works could take over the

¹⁶⁹ Attached to the meeting minutes was a Memorandum for the Members of the A.C.N.D. from Secretary G.W. Rowley, dated 23 February 1954, regarding the Resupply of Resolute, stating:

With reference to item 1(d) of the minutes of the sixteenth meeting of the A.C.N.D. the Chairman of the Transportation Sub-Committee has asked me to inform you that at a subsequent meeting between the Department of Transport and the R.C.A.F. it was agreed that the Department of Transport's responsibility will end with delivery of the supplies to the R.C.A.F. warehouses at Resolute. The R.C.A.F. will be responsible for placing the supplies within the warehouses.

responsibility for the administration and maintenance of the Northwest Highway System within eighteen to twenty-four months after receiving instructions from the Cabinet.

- (b) that if the Department of Public Works assume responsibility for the administration and maintenance of the highway system the maintenance costs would be reduced.
- (c) that the Department of Public Works would require approximately twelve months to draw up a detailed estimate of the cost of operating the Northwest Highway System.
- (d) that the A.C.N.D. might wish to consider a proposal that the governments of British Columbia and the Yukon participate in the administration and maintenance of the highway.
- (e) that in the interests of the long-range planning of both the Department of National Defence and the Department of Public Works, an early Cabinet decision on the disposition of the Northwest highway System was desirable.

(Secretary's memorandum Document ND-83, February 11, 1954.)

16. Mr. Taylor said that the Department of Finance might have some reservations about the establishment of a highway maintenance organization in a federal government department as it might encourage provincial governments to ask the federal government to take over other highways. There would be advantages therefore in having the work carried out by the provincial governments, even though it were done at the expense of the federal government.

17. Mr. Robertson considered that the British Columbia Government would be reluctant to take over responsibility for the highway and would require at least that the entire cost be borne by the federal government.

18. The Chairman, Chiefs of Staff, said that the Department of National Defence wished to avoid dealing directly with the British Columbia Government regarding the highway as they did not want to establish a precedent of negotiating with provincial governments on highway matters. If the Department of Public Works became responsible for the highway the military aspect would be eliminated. Any subsequent discussions between the Department of Public Works and the British Columbia and Yukon

Governments could then be carried out on a strictly civil basis. The Army was prepared to leave maintenance personnel on the highway for as long as they were required by Public Works.

19. Mr. Taylor suggested that the Committee might recommend to the Cabinet that it was desirable for the Department of National Defence to be divested of responsibility for the highway. The Department of Public Works might be asked to consider where responsibility for the highway should ultimately rest.

20. Mr. Stead suggested that the Cabinet's opinion on the political implications of turning the Northwest Highway System over to the British Columbia and Yukon Governments might be secured before any detailed study was undertaken.

21. Mr. Legget considered that the Cabinet memorandum should include mention of provincial responsibility for the highway as an alternative to Department of Public Works responsibility.

22. Mr. Robertson said the Yukon Government was faced with the problem of providing additional school and hospital facilities at Whitehorse within the next year. Quite a large proportion of the requirement was for the dependents of defence personnel engaged on the highway. Under the existing arrangements, the Department of National Defence would provide some capital assistance. If the Army gave up responsibility for the highway the support it normally gave to such services would be lost or might be withdrawn. There would still be need for increased services and some form of federal assistance would be required.

23. General Clark said the Army considered that financial and administrative responsibility for the highway should rest in the same organization. Even if the Northwest Highway System were turned over to the Department of Public Works however the costs would have to appear in National Defence estimates for 1954 and 1955. The Army intended to continue the maintenance of the highway as if it were to remain an Army responsibility indefinitely, since the expenditures would be required in any event to maintain the road at its present standard. Hospital and other services would have to be provided in the immediate future, and the Army would be prepared to participate in arrangements as if it were to continue to be responsible.

24. General Foulkes agreed that the Committee should recommend to the Cabinet that the Department of National Defence be relieved of

responsibility for the Northwest highway System and that the Department of Public Works be requested to recommend within twelve months where the responsibility for the highway should ultimately rest.

25. Mr. Taylor proposed that a draft of the memorandum be circulated among the members of the Committee. If no strong objections were raised, it could be sent to the Cabinet before the next meeting of the Committee.

26. The Committee:

- (a) Noted the report of the Northwest Highway Sub-Committee.
- (b) Agreed that the Secretariat should prepare a memorandum to the Cabinet recommending that the Army be relieved of responsibility for the Northwest Highway System and that the Department of Public Works, after a detailed examination of the system, recommend what authority should ultimately be responsible.
- (c) Noted that in the immediate future the Department of National Defence would continue to participate in maintenance arrangements and other requirements arising out of the highway operation on the same basis as if its responsibility were going to continue indefinitely.

III. Report of the Construction Sub-Committee

(a) Terms of Reference (Unclassified)

29. Mr. Robertson said that, as requested by the Committee, the Construction Sub-Committee had drafted terms of reference and submitted them for formal approval.

(Secretary's memorandum Document ND-84., February 10, 1954).

28. The Committee approved the proposed terms of reference of the Construction Sub-Committee.

(b) Government Building in the North, 1954-55 (Confidential)

29. Mr. Robertson explained that the Summary of Government Building in the North for the Fiscal Year 1954-55 had been compiled by the

Construction Sub-Committee, and used for assigning responsibility for supervision in each settlement to a single department. It had been circulated to members for information.

(Secretary's memorandum Document ND-84 February 10, 1954).

30. The Committee noted the Summary of Government Building in the North, 1954-55.

IV. Conditions at Chimo (Confidential)

31. Mr. Robertson enquired whether a reply had been received from the U.S.A.F. regarding their requirement for material abandoned at Chimo (14th meeting, item 1(a)).

32. General Foulkes reported that Northeast Air Command was being instructed by H.Q., U.S.A.F. to see that the unwanted equipment was declared surplus. The R.C.A.F. would then ensure that the equipment was disposed of or secured against unauthorized use.

V. Items of General Interest:

The Secretary reported the following items of general interest:

(a) Expedition to Bylot Island, 1954 (Unclassified)

33. An expedition to Bylot Island was being planned for this summer by a group in the United States. The party would number five or more and their work would lie largely in the fields of botany, glaciology, and zoology.

(b) Possible Expedition to Stefansson Island (Unclassified)

34. It appeared that an expedition to Stefansson Island this summer was being planned in the United States. The expedition was civilian but nothing else was known about its plans at the moment.

(c) Expedition to the Ellesmere Shelf Ice (Unclassified)

35. Last year a Defence Research Board reconnaissance expedition had worked on the Ellesmere Shelf Ice. A further expedition this year was being planned jointly by Defence Research Board and the U.S.A.F. Cambridge Laboratories. The party would consist of a member from each of four organizations, the Arctic Section of the Defence Research Board, the

Geological Survey of Canada, the U.S.A.F. Cambridge Laboratories, and the Snow, Ice, and Permafrost Research Establishment of the U.S. Corps of Engineers. There would also probably be two Eskimo from North Greenland with their dog teams. The party hoped to leave early in April and to spend the spring and summer on the shelf ice and coast, using caches laid by ski-wheel aircraft. Studies of the shelf ice and of the geology of the north coast of Ellesmere would be made.

(d) Queen Elizabeth Islands (Unclassified)

36. On the 5th February the Minister of Northern Affairs and National Resources announced in the House of Commons that Her Majesty the Queen had approved a proposal that the entire group of islands lying north of Lancaster Sound and Viscount Melville Sound be named the Queen Elizabeth Islands. These islands formed a distinct group and represented approximately 4% of the area of Canada.

VI. Other Business

(a) Membership of the Administration Sub-Committee (Unclassified)

37. Mr. Robertson said that the Deputy Minister of Fisheries had written to the Commissioner of the R.C.M.P., as Chairman of the Administration Sub-Committee, suggesting that the Department of Fisheries be represented on the Administration Sub-Committee.

38. The Committee approved the appointment of a representative from the Department of Fisheries to the Administration Sub-Committee.

(b) Unified Northern Health Service (Confidential)

39. Mr. Robertson mentioned that a unified health service in the north had been suggested. A paper was being prepared and would be considered at an early meeting of the Committee.

(c) Oil Exploration in the Arctic (Unclassified)

40. Mr. Robertson said that, following the Department of Mines and Technical Surveys' announcement about salt domes on Ellef Ringnes Island, at least one request for information on oil prospecting procedures had been received. It had been found that the current Petroleum Exploration Regulations for the Northwest Territories were not adequate since the amount of money that the holder of a licence was required to spend was less

than the cost of transportation and would not ensure any exploration. Consideration was being given to revising the regulations.

(d) Dr. Neher's Proposed Investigations of Cosmic Rays in the Canadian Arctic (Confidential)

41. The Secretary reported that the United States Embassy had requested Canadian approval of cosmic ray investigations proposed by Dr. H. V. Neher. Dr. Neher, who is supported by the Office of Naval Research, wished to measure cosmic rays at high altitudes at Alert, Eureka, and Resolute Bay. Owing to transportation difficulties these plans might be modified to some extent. The National Research Council considered Dr. Neher's work would provide a valuable contribution to knowledge of cosmic rays.

42. The Committee recommended that Canadian approval be given to Dr. Neher's proposed investigations.

VII. Date of Future Meeting

43. The Committee agreed to meet at 2230 p.m. on March 22, 1954, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

February 23, 1954.

17. The seventeenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, March 22, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)
Mr. K.W. Taylor, Deputy Minister of Finance,
Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,
Major-General H.A. Young, Deputy Minister of Public Works,
General C. Foulkes, Chairman, Chiefs of Staff,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. J.R. Baldwin, Deputy Minister of Transport for Air Services.

Mr. M.H. Wershof, representing the Acting Under-Secretary of State for External Affairs,
Mr. R.F. Legget, representing the President, National Research Council,
Mr. A. Watson, representing the Deputy Minister of Transport,
Mr. R.A.J. Phillips, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, (Secretary)
LCdr A.A. Beveridge, Privy Council Office, (Associate Secretary)

Also Present:

Dr. G.D.M. Cameron, Deputy Minister of National Health,
Mr. Laval Fortier, Deputy Minister of Citizenship and Immigration,
Dr. P.E. Moore, Director, Indian Health Services,
Dr. H.A. Procter, Assistant Director, Indian Health Services,
Mr. F.J.G. Cunningham, Director of Northern Admin. and Lands Branch,
Mr. W.H. Barton, Department of External Affairs,
Mr. G.W. Stead, Department of Finance,
Mr. B.G. Sivertz, Dept. of Northern Affairs and National Resources,
Mr. P.D. McTaggart-Cowan, Meteorological Div., Department of Transport,
Mr. P.J.B. Ostrander, Indian Affairs Branch, Dept. of Citizenship and immigration,
Mr. C.J. Marshall, Dept. of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the Sixteenth Meeting:

(a) Resiting of Aklavik - Report of the Chairman of the Aklavik Sub-Committee (Confidential)

1. The Chairman reported that, as requested at the last meeting, a statement on the progress of the resiting of Aklavik had been prepared and circulated with the Agenda.

(Secretary's memorandum Document ND-86, March 15, 1954).

2. Mr. Stead said that the cost of the resiting party and the equipment and material to be stockpiled this year was being included in the supplementary estimates for the Department of Northern Affairs and National Resources. The supplementary vote might need to be specifically worded to allow repayment to that department for materials used by other departments financially involved in the move.

3. The Committee noted the progress report of the Aklavik Sub-Committee.

(b) Northwest Highway System-Memorandum to the Cabinet (Secret)

4. The Chairman stated that the amendments suggested by members had been made to the draft memorandum on the Northwest Highway System. The amended draft had been circulated with the Agenda and would be submitted to the Cabinet that week.

(Secretary's memorandum Document ND-87, March 15, 1954).

5. The Committee approved the memorandum as amended.

II. Proposed Unified Health Services for Northern Canada (Confidential)

6. Mr. Robertson said that the general question of health facilities in the north had been reviewed when a committee of officials from the Departments of National Defence, National Health and Welfare, and Northern Affairs and National Resources met recently to discuss the serious hospital situation at Whitehorse. They had concluded that northern health problems could be reduced by combining many of the current services within a single agency responsible for health facilities in the north.

(Chairman's memorandum Document ND-88).

7. The Deputy Minister of National Health¹⁷⁰ drew attention to two points not fully considered in Document ND-88. Though most doctors in the north were employed by the Indian Health Services, they frequently had to provide medical aid to other residents without official recompense. Some means of compensating them should be considered. It would also be necessary to define in detail the relationship between the proposed Northern Health Service and the Yukon and Northwest Territories governments in medical and health fields. Because of the difficult conditions in the north special health measures seemed justified. Any service should be for the entire population if it were to be economical, and he favoured the suggested Northern Health Service.

8. The Director, Indian Health Services, said the need for better facilities, particularly in public health and preventive medicine, had been dramatically illustrated last year by the polio outbreak in the Yukon. Remy of the territorial government responsibilities had in fact been carried at that time by the Epidemiology and other divisions of the Department of National Health and Welfare. It was suggested that federal government departments, the territorial governments, and mining companies would pay a prescribed rate for the medical and hospital service provided by the Northern Health Service. It was important that private doctors should not be discouraged from practicing in the Territories but it seemed evident that, except in the few centres of population, all doctors in the Territories would for some time to come be salaried medical officers. The northern health organization would have to be compatible with the established hospital arrangements in the north but it might facilitate a number of desirable measures. One of these might be a more effective use of resources at Aklavik by the establishment of a single hospital operated under the auspices of the Northern Health Service.

9. The Deputy Minister of Public Works considered a single Northern Health Service to be most desirable as an efficient approach to the medical problems of the north. The present arrangements for operating schools had proved very satisfactory and could serve as a pattern in determining the relationship with the territorial governments.

10. The Chairman, Chiefs of Staff, suggested that agreement should be reached between the various federal departments affected by the proposal before the reactions of the other authorities involved were determined. The Department of National Defence was in favour of the suggested Northern

¹⁷⁰ *Editors' note:* text not underlined in original document.

Health Service and was particularly interested in improving the hospital situation at Whitehorse,

11. The Deputy Minister of Finance, while agreeing that unification would have a number of advantages, considered that it might appear to run contrary to the government's policy of developing self-government by giving the Territories responsibilities similar to those of the provinces. If the territorial governments were not paying for the facilities there might be a tendency to provide at federal expense services superior to those in the provinces.

12. General Young said that, as long as the federal government controlled the territorial resources, it would have to subsidize certain aspects of development which were beyond the financial capacity of the handful of white residents.

13. Dr. Moore explained that the federal share of the costs would be those attributable to the treatment of Eskimo, Indians, and certain federal employees only. The territorial governments would have to pay for the cost of indigent whites and this would provide a safeguard against an over-elaborate service. Consideration could be given to a prepaid contributory scheme for non-indigent whites.

14. Mr. Sivertz said it had been suggested that capital costs could be amortized through the rates paid by or on behalf of those receiving benefits.

15. Mr. Robertson said that, while much had been done to increase the responsibilities of the territorial governments, the federal government had no fixed plan for developing the Territories into provinces and no change in principle would therefore be involved. Approximately two-thirds of the residents were in any event the responsibility of the federal government and the resulting economy would justify unification of health facilities in the north.

16. Mr. Stead said that any plan providing health facilities should be flexible so that it could expand and contract with changing economic conditions and shifts in population. Division of responsibility could lead to inflexibility, but on the other hand it might be difficult for the federal government to reduce a standard of service that was no longer warranted.

17. The Deputy Minister of Citizenship and Immigration stated that any plan that would ensure suitable medical care for the Indian population would be acceptable to him.

18. The Chairman, Defence Research Board, said the Committee was responsible for recommending measures by which the federal government could stimulate development in the north. Improvement of health services would be an important step in this direction. It would however be necessary to ensure that the health facilities did not exceed the accepted Canadian standard.

19. Mr. Robertson enquired whether the establishment of a Northern Health Service would make it possible to provide hospital care in the north for Eskimo rather than moving them to southern Canada.

20. Dr. Moore said that treatment in sanatoria with the necessary equipment and specialists was essential in most tuberculosis cases. At the present time it would be extremely difficult, if not impossible, to provide adequately trained personnel for service in the north and to institute the necessary patient discipline. The transition between hospitalization in the south and return to normal existence in the north might be bridged by rehabilitation centres. Consideration of including Labrador in the Northern Health Service would depend on agreement with the provincial authorities on the extent of federal responsibility in Newfoundland.

21. Mr. Robertson said the Committee appeared to favour a unified Northern Health Service provided that details could be worked out satisfactorily and that it could be operated without over-elaborate facilities.

22. General Foulkes suggested the Committee might recommend approval in principle, and immediate action in the special cases of the Whitehorse and Aklavik hospitals.

23. Mr. Cunningham asked that the Mayo hospital be included as its improvement was urgently required and the cost would not be great.

24. Commissioner Nicholson suggested that the views of the territorial councils be determined at their next meetings.

25. Mr. Taylor said it might be preferable to have capital costs shared by the federal and territorial governments rather than attempt to amortize them through medical and hospital rates.

26. The Committee agreed that a draft Memorandum to the Cabinet be prepared recommending approval in principle of a Northern Health Service and immediate action to meet the problems at Whitehorse, Aklavik, and Mayo, capital costs being shared between the territorial and federal

governments. The draft memorandum would be circulated to all members for comment.

III. U.S. Coast-Guard Loran Station at Cape Christian - Report of a Meeting with U.S. Officials (Confidential)

27. Mr. Wershof explained that in April, 1953, the United States had requested permission to build a Coast-Guard Loran Station at Cape Christian, Baffin Island. As time was short the Canadian Government had given permission to carry out preliminary work during the summer of 1953 on the understanding that this did not constitute final approval for the construction of the station. The United States had been asked to submit as early as possible a further application to cover construction and operation of the station but, as a result of administrative delays in the United States, the request had only recently been received. The shortness of the construction season necessitated early Canadian approval if the station were to be completed this year. On 9 March a meeting was held with U.S. officials to consider the establishment of the station. As a result a draft Memorandum to the Cabinet was being drawn up. The U.S. representatives at the meeting had asked for a guarantee that the station be operated for a period of ten years unless both governments agreed to discontinue it earlier. Canada would have the right to take over the operation of the station at any time on one year's notice of intent. The U.S. officials had also requested a clause in the agreement giving them the right to raise the question of payment by Canada for the residual value of buildings at the site when the operation of the loran station was discontinued.

(Secretary's memorandum Document ND-89, March 16, 1954).

28. General McNaughton considered that any implication of payment by Canada for U.S. installations in the north should be avoided. In the past this had led to a costly and troublesome situation and owing to future developments any financial commitment might have most serious consequences.

29. Mr. Phillips said the Privy Council Office had some misgivings on the proposed ten-year term of tenure. A fixed term of tenure seemed undesirable unless there were compelling reasons. If on the other hand Canada had the right to take over the operation of the station it seemed desirable that some arrangement be made to ensure that financial considerations would not be a serious impediment to Canadian operation.

30. Mr. Wershof said the U.S. officials had felt that, since a U.S. investment of \$3,000,000 was involved, they required assurance that the station would be operated by one government or the other for at least ten years.

31. The Deputy Minister of Transport for Air said he understood the United States had recently decided to discontinue loran as a navigation system, and he found it difficult to reconcile a ten-year agreement to operate the station with this decision.

32. Mr. Wershof undertook to circulate drafts of the Memorandum to the Cabinet and the proposed agreement to all members for comment.

IV. Resiting of Coppermine (Unclassified)

33. Mr. Robertson said that the Committee had already approved in principle the proposal to move Coppermine to a more suitable site. At the time alternative sites close to the present location had been considered. Further study had shown that certain advantages could be gained by moving to the Tree River area approximately 90 miles east of Coppermine. It had been agreed that the Aklavik survey party should also consider the resiting of Coppermine and it was now suggested that their investigations should be extended to the Tree River area.

(Secretary's memorandum Document ND-90, March 16, 1954).

34. General McNaughton considered that a sound case for the consideration of the Tree River area had been made.

35. The Committee agreed that:

- (a) The Aklavik survey team examine the Tree River area in addition to the country surrounding the present settlement for suitable sites for Coppermine.
- (b) If a more suitable site could be found in the Tree River area, consideration be given to the transfer of federal activities to that site.

V. Progress of the Plans for the Arctic Hydrographic Vessel (Confidential)

36. Mr. Robertson enquired about the progress of the plans for the Arctic hydrographic vessel.

(Item II, eleventh meeting A.C.N.D., September 14, 1953).

37. The Deputy Minister of Mines and Technical Surveys reported that detailed plans and specifications would be completed by the naval architects within the next few days. It was expected that tenders would be called for in April and the vessel could then be ordered in June. Construction would take about two years. The total cost of the vessel would be approximately \$4,000,000 and the department had provided \$1,500,000 in its estimates for the coming fiscal year. The ship would be 285' long, and of 3,700 tons displacement, with an operating range of 14,000 miles and a complement of 102 men. Two helicopters would be carried. Though construction in the U.K. might be less costly, construction in a Canadian shipyard would have the advantage that the department could consult the builders frequently on technical matters. The Canadian Maritime Commission had been approached and had recommended several eastern shipyards as capable of constructing the vessel.

38. Mr. Stead said that no further approach to the Cabinet appeared necessary as approval of construction had already been given subject to the approval of Treasury Board on timing. This had been given in the course of approving the estimates of the Department of Mines and Technical Surveys for the fiscal year 1954-55.

39. The Committee noted the report on the progress of the plans for the Arctic hydrographic vessel.

VI. Canadian Operation of the Joint Arctic Weather Stations (Confidential)

40. Mr. Robertson reported that a draft Memorandum to the Cabinet on Canadian assumption of responsibility for the Joint Arctic Weather Stations had been circulated to all members. A number of comments had been received and the draft was being studied by the Joint Planning Staff.

41. General Foulkes said that the U.S.A.F. was at present carrying out the air resupply of Alert and Eureka; if Canada assumed sole responsibility for operating the stations the R.C.A.F. might have to take over this task. It had been estimated that this would require 200 flying hours per year. As their transport aircraft were already fully employed the purchase of four additional C-119 aircraft at a cost of approximately \$3,000,000 might be necessary, in addition to the increased operating costs of \$40,000 to \$50,000.

42. Mr. Robertson pointed out these considerations did not apply to Resolute, Mould Bay, and Isachsen which were at present supplied by air by Canada.

43. Mr. Baldwin said that the Meteorological Division would prefer any additional funds to be used in expanding facilities in the Canadian Arctic rather than increasing Canadian participation in the current stations.

44. General McNaughton considered that the United States recognized the value to them of the stations and were willing to carry a part of the load. Publicity however appeared to be a serious difficulty as the impression was frequently given that the United States was playing a dominant role in the north. Canada should encourage publicity about Canadian activities in order to give a more balanced picture of the situation.

45. Mr. Robertson said that if funds were made available for Canada to take over the Joint Arctic Weather Stations it would be in order to strengthen Canadian sovereignty rather than to increase meteorological facilities.

46. The Committee agreed that a revised draft memorandum should be prepared for further consideration by the Committee after the Department of National Defence study had been completed.

VII. Item of General Interest

(a) Private U.S. Expedition to the Area of the Magnetic Pole (Unclassified)

47. The Secretary reported that an expedition this summer was being planned in New York to the area of the Magnetic Pole. The party would consist of about ten men and they intended to sail through Lancaster Sound to Prince of Wales Island in a private vessel. They did not plan to winter in the north.

(b) Plans of the Ellesmere Ice Shelf Expedition (Unclassified)

48. The Secretary reported that this expedition now planned to leave for the north on April 8 and to return in September. It would be led by Mr. Hattersley-Smith of the Defence Research Board and would include representatives of the Geological Survey of Canada, the U.S.A.F. Cambridge Research Centre, and the Snow, Ice, and Permafrost Research Establishment of the U.S. corps of Engineers. In addition to geology and glaciology on northern Ellesmere Island the programme included:

- (a) Correlation of the characteristics of the ice shelf with the known features of the T-3 ice island.
- (b) Mapping the extent of ice shelf from which ice islands may be formed, and from which artificial or natural break-off appears feasible or likely.
- (c) Determination of ocean currents and probable movements of ice islands breaking off the ice shelf.
- (d) Location of emergency landing strips on the ice shelf and in northern Ellesmere Island.

(c) Exercises North Star and Wind Chill (Confidential)

49. The Secretary reported that two U.S. Arctic Exercises had been held recently. Exercise North Star was a defence exercise with airborne troops in Alaska. Exercise Wind Chill involved a battalion combat team. Plans called for a parachute drop in Greenland and a test of the defences of Goose Bay against an airborne attack.

(d) Hydroelectric Development in the Yukon (Confidential)

50. Mr. Robertson said that the official report of the survey carried out by Frobisher Limited in northern British Columbia and the Yukon was not yet available, but an interim report had been received. Difficulties had arisen because the Aluminum Company of America wished to obtain either a diversion of the water to Alaska or the export of a substantial proportion of the power developed in Canada for use in Alaska. The government of British Columbia had asked the two companies to attempt to draw up a plan for the joint use of the resources. Since the Frobisher Company was aware that the federal government would not consider the export of either water or power and the Aluminum Company was not prepared to consider any other arrangement no agreement could be reached. A summary of the interim report of Frobisher Limited's survey is attached as an appendix.

(e) Special Session of Northwest Territories Council (Unclassified)

51. Mr. Robertson reported that a special session of the Council of the Northwest Territories was held in Ottawa on February 18, 1954, to amend the Elections Ordinance. The amendment provided for an additional elected member for the Council and rearranged the boundaries of the electoral districts to provide a fourth. After the election next fall the Council

of the Northwest Territories would consist of five appointed members and four elected members, one from each of the electoral districts of Mackenzie North, Mackenzie South, Mackenzie River, and Mackenzie Delta.

VIII. Other Business

52. There was no other business.

IX. Date of Future Meeting

53. The Committee agreed to meet at 2:30 p.m. on April 26, 1954, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

March 30, 1954

Appendix

Hydroelectric Development in the Yukon

The following is a summary of the more important points in the preliminary report of the Ventures-Frobisher North West Power Project and its related industries. The full report is expected in May 1954.

The plan is for an initial main dam 4 miles above Whitehorse, followed by two other main dams, one on the Teslin River about 40 miles below the outlet of Teslin Lake and the other just below the confluence of the Yukon and Big Salmon Rivers. Later diversions of water to the project are also possible.

It is estimated that 4,300,000 h.p. would be developed progressively over a 10 or 12-year period at power plants on the Nakonake and Taku Rivers and transmitted to an industrial site on the south bank of the Taku River just within the Canadian border. The town of Whitehorse would not be flooded.

The proposed metallurgical industries include production of nickel, iron, cobalt, zinc, magnesium, calcium, ferrosilicon, and aluminium. The production of elemental phosphorus and heavy water is also being considered.

18. The eighteenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, April 26, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)

Mr. K.W. Taylor, Deputy Minister of Finance,

General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,

Major-General H.A. Young, Deputy Minister of Public Works,

Commissioner L.H. Nicholson, Royal Canadian Mounted Police,

Mr. J.R. Baldwin, Deputy Minister of Transport for Air Services.

Major-General S.F. Clark, representing the Chairman, Chiefs of Staff.

Mr. J.R. Kirkconnell, representing the Deputy Minister of Mines and Technical Surveys.

Mr. E.L. Davies, representing the Chairman, Defence Research Board.

Mr. M.H. Wershof, representing the Acting Under-Secretary of State for External Affairs.

LCDR. A.A. Beveridge, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources. (Secretary)

Also present:

Mr. F.J.G. Cunningham, Director of Northern Administration and Lands Br.

Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Mr. W.H. Barton, Department of External Affairs.

Mr. Andrew Thomson, Meteorological Division, Department of Transport.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the Seventeenth Meeting:

(a) Resiting of Aklavik - Report of the Chairman of the Aklavik Sub-Committee (Confidential)

1. The Chairman referred to the report of the Chairman of the Aklavik Sub-Committee. The sub-committee had met recently to consider a naval report suggesting that the move of the settlement was unnecessary. The technical aspects of the naval proposals were being examined in detail and the Aklavik Sub-Committee would prepare a report for the next meeting of the A.C.N.D.

(Secretary's memorandum Document ND-91, April 21, 1954).

2. The Chairman of the Canadian Section, P.J.B.D. said that the Permanent Joint Board on Defence anticipated greatly increased activity in the Aklavik area. Delay in moving the settlement should therefore be avoided and shipment of material required should not be suspended. The naval report did not consider the implications of the likely defence activities. By relocating the town a suitable centre could be developed for administration, defence, and other government needs, which could never be fully satisfied at the present site. The naval station was a self-contained unit, and if the local problems could be solved it might remain in its present location. The U.S.A.F. base at Thule illustrated the difficulty of sanitation in permafrost areas; the sewage disposal system was proving thoroughly unsatisfactory and would have to be completely replanned. A better method than carting sewage would be needed for Aklavik.

3. The Deputy Minister of Public Works, in agreeing with General McNaughton, considered that it should be made clear that there could be no question of providing educational and medical facilities at the old site after the move.

4. The Quartermaster General suggested that the naval authorities should be informed that, if the naval station did not move to the new site, it might be necessary to provide schools and other facilities out of naval funds.

5. The Committee noted the report of the Chairman of the Aklavik Sub-Committee.

(b) Northwest Highway System-Memorandum to the Cabinet (Secret)

6. Mr. Robertson reported that the Cabinet had approved the Committee's recommendations on the Northwest Highway System.

7. General Young said he expected the Department of Public Works would begin its study within two months.

(c) Northern Health Service - Memorandum to the Cabinet (Confidential)

8. Mr. Robertson reported that the memorandum on the Northern Health Service had been amended in accordance with the views expressed by the Committee, and submitted to the Cabinet. The recommendations had been approved.

(Secretary's memorandum Document ND-92, April 14, 1954).

9. General Young said that the Department of Public Works was starting work on plans for hospitals at Whitehorse (120-bed) and Mayo (20-bed). It was hoped that the Whitehorse hospital would be completed by September 1955.

10. General Clark appreciated the difficulties involved. The Department of National Defence's need for improved hospital facilities at Whitehorse was urgent. Plans for a 75-bed hospital which could be expanded to 125 beds had been completed within the Department of National Defence and would be made available to the Department of Public Works.

11. Mr. Robertson said that a draft letter from Mr. Lesage to the Yukon Territorial Council, outlining suggested arrangements for financing the construction of the Whitehorse hospital, had been sent to Mr. Abbott, Mr. Martin, and Mr. Claxton. When Mr. Lesage's letter was received in Whitehorse a special session of the Yukon Territorial Council would probably be called to consider it.

12. The Committee noted:

- (a) that the Cabinet had approved the recommendations of the A. C.N.D. on the Northern Health Service;
- (b) that the Department of National Defence would send their completed plans for a 75/125-bed hospital at Whitehorse to the Department of Public Works;

- (c) that the Minister of Northern Affairs and National Resources was writing to the Yukon Territorial Council suggesting arrangements for financing the construction of the proposed Whitehorse hospital.

(d) U.S. Coast Guard Loran Station at Cape Christian, Baffin Island (Confidential)

13. Mr. Wershof reported that following the last meeting of the A.C.N.D., the Department of External Affairs circulated a draft memorandum to the Cabinet on the U.S. Coast Guard loran station at Cape Christian together with the proposed agreement between Canada and the United States. As a result of the comments received a number of amendments had been made and subsequently agreed with U.S. officials. The clauses suggesting that the residual value of the station might be discussed at some future date, and that the United States might be required to remove the buildings had been dropped. A provision had been included that if Canada took over the station the subsequent costs of operation would be shared proportionately between the two countries on a user basis. The amended memorandum and proposed agreement had been signed by Mr. Claxton as Acting Secretary of State for External Affairs and would be submitted to the Cabinet on April 29. Copies had been sent to the departments concerned.

14. The Deputy Minister of Finance enquired whether Canadian and U.S. contractors would in fact have equal opportunities to tender.

15. Mr. Wershof explained that a U.S. company, North Atlantic Constructors, appeared to be the only organization capable of completing the work at Cape Christian this summer. Officials of Defence Construction Limited had ascertained that no Canadian company intended to tender for a contract calling for construction this year. The Minister of Trade and Commerce had therefore agreed that the contract could be awarded to North Atlantic Constructors. This would apply only to 1954. The clause giving Canadian companies an equal opportunity to bid had been included in this agreement, as in similar agreements, to protect the principle.

16. The Committee noted that the Memorandum to the Cabinet and proposed Canada-U.S. agreement had been amended to meet the views expressed by members.

II. Briefing of Journalists Accompanying the Spring Airlift to the Joint Arctic Weather Stations (Confidential)

17. Mr. Robertson reported that the journalists accompanying the spring airlift had been briefed in Ottawa prior to their journey. It had been agreed at the fourteenth meeting of the A.C.N.D. that such briefings were desirable and the Secretary had been made responsible for coordinating the arrangements.

18. Mr. Phillips said that the four journalists, Mr. Blair Fraser of [Maclean's] Magazine, Mr. Bowering of Capital Press Service, and Mr. Brown and Mr. Fletcher of the National Geographic Society, attended the briefing sessions on April 8 and 9. They were provided with information on the north in general and on the particular areas they were to visit, and had discussed many aspects of northern work with government officials. They had expressed warm appreciation of these facilities. All concerned had agreed on the usefulness of providing background information to journalists before their visits to the far north.

19. The Committee noted Mr. Phillips' report on the briefing of journalists accompanying the spring airlift.

III. Public Information on the North (Confidential)

20. Mr. Robertson said it had been proposed that a sub-committee be established to deal with public information on the north. This sub-committee would have as an immediate responsibility the drafting of a policy guidance paper and might have a continuing responsibility for coordinating information on government activities in the north. The departments concerned might be represented by their officers responsible for public information.

(Secretary's memorandum Document ND-93, April 21, 1954).

21. General Young supported the proposal for a sub-committee and felt that most of the work would probably be done by the A.C.N.D. Secretariat.

22. Mr. Kirkconnell enquired whether the Security Panel would be represented.

23. Mr. Robertson suggested that the Security Panel should be consulted when necessary rather than be permanently represented.

24. LCdr Beveridge said the Privy Council Office did not wish to provide the secretary for the sub-committee. If representation from the Privy Council Office was desired a representative would be made available.

25. General McNaughton said the need for a means of co-ordinating public information on the north had been felt in the P.J.B.D. and the proposed sub-committee would be of continuing usefulness.

26. The Commissioner, R.C.M.P. asked that the R.C.M.P. be represented on the sub-committee in view of their widespread interest in the north including security matters.

27. The Committee agreed that:

- (a) a sub-committee on public information be established to draft a policy guidance paper for release of northern information. When the paper had been completed the question of the sub-committee's continued operation would be reviewed.
- (b) the membership would include representatives of Northern Affairs and National Resources, National Defence, Transport, External Affairs, Mines and Technical Surveys, Privy Council Office, and the R.C.M.P., with representatives of other departments attending as appeared necessary.
- (c) the Department of Northern Affairs and National Resources would provide the chairman and secretary for the sub-committee.

IV. Report of Government Activities in the North (Secret)

28. Mr. Robertson stated that a report on government activities in the north had been prepared by the Secretariat from information supplied by the agencies concerned. It had been distributed immediately before the meeting. Comments might be sent to the Secretary and the report could be discussed at the next meeting.

(Secretary's memorandum Document ND-94, April 26, 1954).

29. The Secretary, A.C.N.D. said an attempt had been made to present a comprehensive report which could replace the report circulated at the seventh meeting on March 16, 1953.

30. The Committee agreed to discuss the report at the next meeting.

V. Items of General Interest:

(a) Flight to the North Pole by the Minister of National Defence (Confidential)

31. Mr. Robertson reported that the Minister of National Defence had recently completed a visit to the north. He had accompanied the party which had included the U.S. Ambassador, the Chairman, U.S. Section, P.J.B.D., General McNaughton, and Mr. Leonard Brockington. They had left Ottawa for Churchill on 27 March and had then gone on to Resolute Bay and the North Pole. The return route was through Resolute, Thule and Goose Bay. Flying conditions were excellent throughout. It was fitting that Mr. Stuart and Dr. Hanna should visit north Canada under Canadian auspices.

32. General McNaughton said that an excellent picture of conditions in the north had been gained. It was particularly valuable that the Chairman of the U.S. Section, P.J.B.D. had been able to see for himself something of the extent of Canada's defence activities in the Arctic. The beneficial results of the trip had been apparent at the recent meeting of the P.J.B.D.

33. Commissioner Nicholson mentioned that he had recently returned from a R.C.M.P. patrol from Coppermine to Cambridge Bay via Bathurst Inlet. Twelve days were spent on the trail but for three of these a blizzard had prevented travel. An average of just over 50 miles a day had been covered in the nine travelling days.

(b) Request from the Governor of the Falkland Island Dependencies for Husky Dogs (Unclassified)

34. The Secretary reported that a request had been received from the Governor of the Falkland Islands for three husky dogs in order to bring new blood into the sledge dogs of the Falkland Island Dependencies Survey.

(c) U.S.A.F. Shoran Work in Baffin Island (Confidential)

35. The Secretary reported that in 1947 the U.S.A.F. had completed a shoran bridge from Greenland to Canada by establishing two stations in Baffin Island. In 1952 the U.S.A.F. requested and was granted permission by Canada to do more shoran work in Baffin Island that summer. This work was not in fact carried out. The U.S.A.F. had now indicated that they would like to conduct a shoran survey in the summer of 1954 in Baffin

Island, the main object being to repeat their earlier work which had been found to have been based in Greenland on incorrect reference points. The Department of External Affairs considered that this fell within the terms of the permission granted in 1952 and the survey had accordingly been approved.

(d) Spring Airlift to the Joint Arctic Weather Stations (Unclassified)

36. The Secretary reported that the spring airlift was proceeding satisfactorily. Three C-119 aircraft were being used. The final flights were scheduled to take place on 21 May.

37. Mr. Thomson said he had heard on 25 April that the main airlift had been completed. Preliminary reports indicated that conditions at the weather stations this spring were excellent. The airlift had been very successful and the weather station personnel were most appreciative of the way in which the R.C.A.F. had handled the task.

(e) Photography of June 30 Solar Eclipse from Aircraft by the Hayden Planetarium (Unclassified)

38. The Secretary reported that the Hayden Planetarium had requested permission to photograph the solar eclipse of June 30 from an aircraft flying in the vicinity of Rupert House.

VI. Other Business

39. There was no other business.

VII. Date of Future Meeting

40. The Committee agreed to meet at 2:30 p.m. on Monday, May 31, 1954, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

April 29, 1954.

19. The nineteenth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, May 31, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)

Mr. K.W. Taylor, Deputy Minister of Finance,

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,

General C. Foulkes, Chairman, Chiefs of Staff,

Mr. Laval Fortier, Deputy Minister of Citizenship and Immigration,

Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs,

Mr. P.D. McTaggart-Cowan, representing the Deputy Minister of Transport for Air Services,

Mr. W.H. Barton, representing the Chairman, Canadian Section, P.J.B.D.,

Mr. E.L. Davies, representing the Chairman, Defence Research Board,

Mr. R.F. Legget, representing the Chairman, National Research Council, LCDR.

A.A. Beveridge, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, (Secretary).

Also Present:

Mr. F.J.G. Cunningham, Director of Northern Administration and Lands Br.

Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Mr. Gordon Stead, Department of Finance.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

Dr. Y.O. Fortier, Department of Mines and Technical Surveys.

I. Business Arising out of the Minutes of the 18th Meeting

(a) Resiting of Aklavik - Report of the Chairman of the Aklavik Sub-Committee (Confidential)

1. The Chairman said the findings of the Aklavik Sub-Committee's Engineering Working Group confirmed the recommendation of the committee that Aklavik be moved if a more suitable site could be found.

(Secretary's memorandum Document ND-95 dated May 25, 1954).

2. Mr. Cunningham explained that the Engineering Working Group had also recommended that estimates be made of the cost of necessary facilities at both the new and old sites, This would be done when the new site had been chosen.

3. Mr. Robertson reported that in recent discussions with the Anglican and Roman Catholic bishops concerned the Minister of Northern Affairs and National Resources had reached agreement in principle that when Aklavik was moved the two church hospitals could be replaced by a single non-denominational hospital operated by the Northern Health Service.

4. The Committee noted the report of the Chairman of the Aklavik Sub-Committee.

(b) Progress of the Northern Health Service (Confidential)

5. Mr. Robertson referred to the report on the progress of the Northern Health Service. A Memorandum to the Cabinet asking for definitive approval of a Northern Health Service Division was being prepared by the Department of National Health and Welfare but would not be submitted until the views of the territorial councils had been determined. Officials of the Departments of National Health and Welfare and of Northern Affairs and National Resources were meeting with the Yukon Territorial Council in the middle of June. The matter would be discussed by the Northwest Territories Council at its June session but a vote will not be taken until the next session, following the territorial election. This would not delay the immediate plans for hospital construction as they had already received Cabinet approval. The committee was studying the National Defence plans for the Whitehorse hospital.

(Secretary's memorandum Document ND-96 dated May 25, 1954).

6. The Committee noted the report on the progress of the Northern Health Service.

(c) Report on Government Activities in the North (Secret)

7. Mr. Robertson referred to the Secretariat's report on government activities in the north which had been distributed at the last meeting. The report would be revised at the beginning of the next calendar year and this would afford an opportunity for any changes in form.

8. Mr. Wershof suggested that the Secretary ask members to suggest improvements two or three months before the next revision of the report.

9. The Chairman, Chiefs of Staff, considered that the unclassified parts of the report should be distributed widely as they showed the broad scope of Canadian Government activities in the north.

10. Mr. Robertson suggested that the Public Information Sub-Committee might be asked to suggest how the report should be distributed.

11. The Committee approved Document ND-94, Government Activities in the North, and agreed that the Public Information Sub-Committee should be asked to suggest how the report might be more widely distributed.

II. Report of the Chairman of the Public Information Sub-Committee

12. Mr. Robertson suggested that, since it had not been possible to distribute the report of the Chairman of the Public Information Sub-Committee until immediately before the meeting, it might be considered in detail by sections.

(Secretary's memorandum Document ND-97 dated May 28, 1954).

Sponsorship of Writers Visiting the North

13. The Secretary explained that departments could refer requests to sponsor journalists on northern journeys to the A.C.N.D. Secretariat. The requests would then be considered by the Public Information Sub-Committee. In this way the relative importance of the proposals and the measure of support

justified in each case could be assessed.

14. The Committee agreed that,

- (a) the Sub-Committee on Public Information should co-ordinate the northern visits of writers excepting visits sponsored by the Department of National Defence to defence installations;
- (b) the sub-committee should co-ordinate the briefing of journalists when this was desired;
- (c) there should be occasional tours of the north for writers, the tours to be by government transport and to include visits to civil activities as well as to defence installations.

Film Plans and Policy

15. Mr. Boyer suggested that northern films which concerned more than one department could be considered as being of general interest and should be sponsored and financed by the Department of Northern Affairs and National Resources.

16. Mr. Taylor said it was customary for the cost of films to be shared among the departments interested in their production. However in view of its special responsibilities in the north it seemed logical for the Department of Northern Affairs and National Resources to play the major role in co-ordinating such films, finances for which might be provided through the departmental vote. Other departments concerned could make a financial contribution if circumstances so warranted.

17. The Committee agreed that,

- (a) the Department of Northern Affairs and National Resources should sponsor northern films of general interest. Other departments interested in the film could assist in the financing.
- (b) the Yukon Territory in general and economic and industrial developments in the north should be considered for future films.

Library of Northern Photographs

18. Mr. Phillips said the Sub-Committee had suggested using the National Film Board's still photograph library as a central repository for northern pictures. It would be uneconomical to duplicate the library's facilities for collecting and classifying photographs. Departments would be expected to supply prints or negatives of general interest to the library but would keep their own collections of technical material.

19. General Foulkes suggested that technical photographs held by departments might be listed in a catalogue at the National Film Board's library.

20. Mr. Rowley said the intention had been that all northern photographs in the National Film Board library would be unclassified and non-technical. To make this clear "unclassified non-technical" might be inserted before "photographs" in the second line of para. (b), p. 3, in Document ND-97 and "professional" before "photographers" in the third line of the same paragraph.

21. The Committee agreed, subject to the conditions outlined in Document ND-97, that

- (a) all departments should make use of the National Film Board library of still photographs rather than build up separate departmental photographic libraries of northern material of general interest;
- (b) departments would submit negatives or prints of all unclassified non-technical photographs taken under their auspices, or taken by professional photographers travelling under their auspices, to the National Film Board library.

1954 Sea Supply to the Joint Arctic Weather Stations

22. General Foulkes said that as this was the first time the Department of Transport was undertaking the sea supply, a number of difficulties might be experienced. If the operation were widely publicized unfavourable comparisons might be drawn with the way the U.S. Navy had handled the mission in previous years.

23. Mr. McTaggart-Cowan reported that advance ice reconnaissance indicated exceptionally unfavourable ice conditions this year which could seriously hinder the sea supply mission.

24. Mr. Phillips said that, though it would be advantageous to wait until probable conditions could be more accurately assessed, the chances of obtaining good journalists would decrease after June 15.

25. Mr. Taylor suggested that normal press releases would provide sufficient publicity for this year's sea supply.

26. The Commissioner, R.C.M.P., proposed that the possibility of providing accommodation for journalists on the sea supply mission should be left to the Department of Transport, Department of Northern Affairs and National Resources, and the Secretary.

27. The Committee agreed that the question of journalists accompanying the sea supply mission should be resolved by the Department of Transport, the Department of Northern Affairs and National Resources, and the Secretary.

III. Policy Guidance Paper for the Release of Northern Information (Confidential)

28. Mr. Robertson stated that, as directed by the A.C.N.D., the Public Information Sub-Committee had drafted a policy guidance paper on public information on the north. This paper had been distributed immediately before the meeting.

(Secretary's memorandum Document ND-98 dated May 28, 1954).

29. Mr. Taylor suggested that since the paper involved policy it should be considered at the next meeting so that members could have an opportunity of studying it.

30. The Committee agreed to consider the paper on public information on the north at the next meeting.

IV. Re-siting of Coppermine (Confidential)

31. Mr. Robertson said that a party from the Aklavik Survey Team was planning to visit Coppermine early in July and should be able to recommend an alternative site by August 1.

(Secretary's memorandum Document ND-99 dated May 25, 1954).

32. The Committee noted the report on the resiting of Coppermine.

V. Siting of Northern Settlements (Confidential)

33. Mr. Robertson said that, as agreed at the eleventh meeting of the A.C.N.D., the Secretariat had compiled a list of settlements in the Northwest Territories, indicating the suitability of the sites in each case.

(Secretary's memorandum Document ND-100 dated May 25, 1954).

34. Mr. Rowley explained that since no one person had been to all the settlements it was difficult to secure uniformity on the relative suitability of the sites. The most important factors had been considered to be the suitability for building, harbours, airstrips, and water supply. In each instance the opinion of several people with first-hand knowledge of the settlement had been sought.

35. Mr. Legget enquired whether Document ND-100 could be declassified so that it could be distributed widely.

36. General Foulkes said it appeared that the paper could be declassified sufficiently to permit wide distribution throughout the government. It would be useful if the population of each settlement could be included in the paper.

37. Mr. Rowley said that the population at most northern settlements varied considerably during the year. It would be possible to show the number of permanent residents together with the approximate number of people trading into each settlement.

38. Mr. Robertson asked the members to send any additional information or comments on the list to the Secretary.

39. The Committee noted Document ND-100 and agreed that it should be expanded to include the permanent population of the various settlements and the approximate number trading at each. It should be classified "Restricted" and would be circulated throughout the government.

VI. Operation Franklin 1955 (Confidential)

40. Mr. Boyer said that, since the federal government was responsible for assessing the resources of the Northwest Territories, the Geological Survey had been carrying out investigations in the Arctic Archipelago for a number of years. The more accessible areas had now been covered. In order to reach the more remote regions a reconnaissance survey based on the use of helicopters was proposed. He had asked Dr. Fortier of the Geological Survey of Canada to attend the meeting to describe this plan.

(Secretary's memorandum Document ND-101 dated May 25, 1954).

41. Dr. Fortier explained that the important mineral resources in the northern islands were probably fuels. This was of particular interest to oil companies. Operation Franklin would provide general geological information on the archipelago and would indicate the more favourable areas where detailed surveys would be required. Few additional men would be necessary. The Geological Survey had already reached the stage where any further work in the archipelago would require the use of hired aircraft as present transportation facilities had been fully exploited.

42. Mr. Boyer said that, as Operation Franklin was a preliminary survey only, the processing of the information collected could be handled in Ottawa by the regular staff.

43. Mr. Taylor said the addition of Operation Franklin to the normal Geological Survey programme would require a 10% to 15% increase in the budget of the Survey. Oil discoveries would have immediate value only near to possible consumers. The Department of Finance preferred surveys to be made systematically as they were required for commercial development. The Treasury Board was always faced with more useful projects than the economy could support; their problem lay in deciding the relative priorities of these useful projects. If work in the archipelago were particularly important it might be necessary to reduce the activities of the Geological Survey elsewhere.

44. Mr. Robertson said the Department of Northern Affairs and National Resources received frequent enquiries about resources in the far north. Owing to insufficient information it was not possible to answer these adequately. More detailed knowledge was also necessary to plan development and draw up satisfactory regulations.

45. General Foulkes considered that there would probably be increased defence activity in the north in the near future. It might be advantageous to complement this with more civilian work.

46. Mr. McTaggart-Cowan suggested that failure by Canada to take steps to survey the resources in the far north might lead to the United States requesting permission to do so.

47. The Committee expressed keen interest in the proposed Operation Franklin and agreed that a report on the progress of the plans should be presented at the next meeting.

VII. Items of General Interest

48. The Secretary reported the following items of general interest:

(a) Loss of U.S. Navy Aircraft in Ellesmere Island (Restricted)

49. In mid-April a U.S. Navy aircraft was reported missing on an ice reconnaissance flight from Thule. The wreck of the aircraft was located on the inland ice of Ellesmere Island south of Cardigan Inlet. A rescue team carried from Thule by helicopter reached the aircraft some two weeks later but found that there had been no survivors from the crash. The aircraft carried many of the most experienced members of the ice reporting and forecasting team of the U.S. Hydrographic Office.

(b) Russian Air Activity near the Ice Island T-3 (Restricted)

50. On the 5th May a Dakota-type Russian aircraft of the Polar Aviation Division of the Administration of the Northern Sea Route flew over the ice island T-3. The aircraft spent approximately eight minutes over the island flying at 200 ft. It then returned north. The markings on its wings were clearly visible. This was the first confirmed report of a Russian aircraft in the sector north of Canada.

(c) Meeting on Eskimo Affairs (Unclassified)

51. A meeting of the Committee on Eskimo Affairs was held on May 20, 1954. Educational problems and the measures being taken to improve the economy of the Eskimo were considered and mention was made of the approval of positions for six Northern service Officers who would be primarily concerned with Eskimo affairs.

(d) Spring Airlift (Unclassified)

52. The clean-up flights of the spring airlift were successfully completed on May 26. A C-119 aircraft which had had a minor accident on the airstrip at Mould Bay during the main airlift had been repaired and flown out.

(e) Resolution Island (Secret)

53. The U.S.A.F. had been given permission to construct an airfield on Resolution Island for the support of their station.

(f) Closing of the T-3 Station (Unclassified)

54. The U.S. Station on the ice island T-3 had recently been closed and the personnel withdrawn. This had been anticipated for some time as the island had moved comparatively close to the Alert weather station and the value of the floating station was therefore reduced.

(g) Exhibition of Eskimo Art (Unclassified)

55. An exhibition of Canadian Eskimo art was opened on May 23 at the Phillips Galleries in Washington, D.C. Attendance had been greater than anticipated and considerable interest had been shown. The exhibition would remain open until the end of June. A pamphlet on Eskimo art had been produced by the Department of Northern Affairs and National Resources for this and similar exhibitions and to encourage general interest.

VIII. Other Business

(a) Canadian Assumption of Responsibility for the Joint Arctic Weather Stations (Confidential)

56. Mr. Robertson said the Chiefs of Staff Committee and the Department of External Affairs had suggested that further consideration of Canadian assumption of responsibility for the Joint Arctic Weather Stations be deferred until after the Department of Transport had gained experience in the resupply of Resolute by sea and defence commitments in the north were better known. The committee would probably not meet again until the fall. This would be after the supply mission and the subject might be discussed then.

57. The Committee agreed to defer discussion of Canadian assumption of responsibility for the Joint Arctic Weather Stations until the fall.

(b) Fires at Meteorological Stations (Confidential)

58. Mr. McTaggart-Cowan reported that recent fires had caused extensive damage at the Department of Transport meteorological stations at Chimo and Clyde River. The cause of the fires would be investigated by the Department of Transport's Fire Prevention Committee.

59. Mr. Robertson suggested that the problems of fires and fire prevention in the north might be considered by the Construction Sub-Committee.

60. The Committee agreed that the Construction Sub-Committee should consider the problems related to fires in buildings in the north.

IX. Date of Future Meeting

61. Mr. Robertson suggested that the next meeting might be held towards the end of September. General Young had agreed to act as chairman of the committee if it were necessary to call a special meeting before then.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
June 16, 1954.

20. The twentieth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Tuesday, October 12, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, Chairman)
General C. Foulkes, Chairman, Chiefs of Staff,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Major-General H.A. Young, Deputy Minister of Public Works,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence,
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. J. R. Baldwin, Deputy Minister of Transport,
Mr. Laval Fortier, Deputy Minister of Citizenship and Immigration.

LCdr. A. A. Beveridge, representing the Secretary to the Cabinet.
Dr. G.S. Hume, representing the Deputy Minister of Mines and Technical Surveys.
Mr. R.F. Legget, representing the President of the National Research Council.
Mr. R.A. MacKay, representing the Under-Secretary of State for External Affairs.
Mr. Gordon Stead, representing the Deputy Minister of Finance.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. W.H. Barton, Department of External Affairs.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
W/C G.R.M. Hunt, Royal Canadian Air Force.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.
Mr. C.L. Merrill, Department of Northern Affairs and National Resources.
A/V/M J.L.E. de Niverville, Department of Transport.
Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Mr. Andrew Thomson, Department of Transport.

Mr. A. Watson, Department of Transport.
Mr. C.J. Webster, Joint Intelligence Bureau.

I. Business Arising Out of the Minutes of the 19th Meeting:

a) Progress Report on Resiting of Aklavik (Confidential)

1. The Chairman reported that preliminary work by the Aklavik survey team had indicated that E-3, a site on the east side of the delta, was the only site suitable for the new townsite. A more detailed investigation of the site had been carried out and had confirmed this impression.

(Secretary's memorandum Document ND-l03 dated October 4, 1954).

2. Mr. Cunningham said more meteorological and topographical information was required in order to assess the suitability of the site for development of an airfield. Meteorological conditions should be recorded for a year but the topography could be studied immediately from air photographs. This should enable the Department of Transport to determine with reasonable certainty whether an airstrip was feasible.

3. Mr. Baldwin explained that, while it would be possible to build an airstrip, the Department of Transport did not have sufficient information to determine whether it could be built at a reasonable cost. This would be decided after the air photographs had been studied.

4. Mr. Thomson reported that meteorological equipment would be set up at E-3 within six or eight weeks.

5. General McNaughton considered that civil requirements should receive first consideration when planning the Aklavik airstrip.

6. The Committee noted,

- (a) the progress report on the resiting of Aklavik;
- (b) that the Aklavik survey had been conducted in a most competent way;
- (c) that the Department of Transport would determine the

suitability of E-3 for the construction of an airstrip as soon as possible.

(b) Progress Report on Northern Health Service (Confidential)

7. Mr. Robertson reported that detailed planning of the Northern Health Service was proceeding and a Memorandum to the Cabinet had been prepared recommending:

- (a) definitive approval of the proposed Northern Health Service;
- (b) approval of staff and funds for the Northern Health Service;
- (c) approval of funds for construction of the hospitals at Whitehorse and Mayo.

(Secretary's memorandum Document ND-104 dated October 4, 1954).

8. The Committee noted the report on the progress of the Northern Health Service.

(c) Policy Guidance Paper for the Release of Northern Information (Unclassified)

9. Mr. Robertson recalled that at the last meeting consideration of the Public Information Sub-Committee's paper on release of northern information had been deferred in order that members could study it. The paper was intended as a general policy guide for public information on the north.

(Secretary's memorandum Document ND-98 dated May 28, 1954).

10. The Committee approved the Public Information Sub-Committee's policy guidance paper for the release of northern information.

(d) Resiting of Coppermine (Confidential)

11. Mr. Robertson said that the Aklavik survey team had examined the Coppermine area. Conditions there had improved and they had recommended that the settlement of Coppermine should not be moved.

(Secretary's memorandum Document ND-105 dated October 4, 1954).

12. Mr. Merrill felt the disadvantages at Coppermine did not warrant moving the settlement since the alternative sites offered few advantages. While it would be impossible to provide proper harbour facilities at the present site, most of the other difficulties could be overcome. In planning additional construction at Coppermine a careful choice of building sites would be necessary.

13. Mr. Robertson said that while Coppermine might remain at its present site for the time being the question of moving it could always be reopened if circumstances warranted. Any department planning new buildings at Coppermine should conduct a survey to find the best possible location.

14. The Committee agreed that Coppermine should not be moved at the present time.

(c) Progress Report on Operation Franklin (Confidential)

15. Dr. Hume reported that the Geological Survey had received qualified approval from the Treasury Board to proceed with Operation Franklin, a general geological reconnaissance of the Queen Elizabeth Islands. Some system of priority between Operation Franklin and Operation Thelon would be worked out when the Geological Survey's 1955-1956 estimates were being considered. One of the most difficult problems would be to secure suitable helicopters for the support of the survey parties.

(Secretary's memorandum Document ND-106 dated October 4, 1954).

16. The Committee noted the report of the progress of Operation Franklin.

II. Resupply of Resolute (Confidential)

17. Mr. Watson reported that the supply by sea of Resolute and Eureka had been completed successfully ahead of schedule. Ice conditions at Resolute had been less difficult than expected while those at Eureka were more severe than normal. Detailed information would be available when all the vessels which took part had returned to port at the end of the season.

(Secretary's memorandum Document ND-107 dated October 8, 1954).

18. Mr. Baldwin said a meeting of the Masters of the ships which took part in the mission would be held late in November. The Department of Transport would like to receive suggestions and comments on the operation from interested departments within the next month.

19. General McNaughton considered that the successful conduct of the first supply mission for which Canada had been responsible reflected great credit on the Department of Transport.

20. The Committee,

- (a) noted the preliminary report on the resupply of Resolute;
- (b) congratulated the Department of Transport for its handling of the operation;
- (c) noted that the Department of Transport would welcome comments and suggestions on the resupply for consideration at a meeting of the ship masters to be held late in November.

III. Hydro-Electric Development in the Yukon (Confidential)

21. Mr. Robertson reported that after receiving a final engineering report the Frobisher interests had decided to proceed with plans for hydro-electric development in northern British Columbia and the Yukon. Half of a \$22 million bond had been posted with the British Columbia Government which had issued a conditional licence. The federal government had issued a priority permit to cover the Yukon aspect of the project. The phasing of construction would probably depend on the amount of participation by aluminum interests.

(Secretary's memorandum Document ND-108 dated October 4, 1954).

22. The Committee noted the report on hydro-electric developments in the Yukon.

IV. Scandinavian Airlines System Polar Air Route (Unclassified)

23. Mr. Baldwin reported that all details had been completed and the Scandinavian Airlines System's first flight along the new polar route would take place on November 15. Winnipeg would be used for a technical stop until a new airport was available at Edmonton. The Canadian Pacific

Airlines' request for permission to establish a new polar air route between Vancouver and Amsterdam was currently being considered by the Air Transport Board.

(Secretary's memorandum Document ND-102 dated August 13, 1954).

24. The Committee noted the report on the Scandinavian Airlines System's polar air route.

V. Expansion of Whitehorse (Confidential)

25. Mr. Robertson explained that early in September a group of government officials had visited Whitehorse to find a suitable site for the new hospital and to consult civic and territorial authorities. They had agreed unanimously that the vacant Crown land directly across the river was the only suitable location. This area would also provide for residential expansion. The Minister of Northern Affairs and National Resources was therefore submitting a Memorandum to the Cabinet recommending that,

- (a) the federal government assume the cost of a bridge across the Yukon River to the new site;
- (b) the Crown land concerned be transferred to the territorial government;
- (c) the federal government lend the sum of \$780,000 to the territorial government to finance the necessary roads, water supply, and sewage services.

(Secretary's memorandum Document ND-109 dated October 4, 1954).

26. Mr. Sivertz said the federal government was being asked to assume the cost of the bridge because its activities on the plateau above the present townsite had not only occupied the natural area for expansion but had also caused mud slides which further decreased the available building ground in the lower town. If the Frobisher Company went ahead with its plans for damming the Yukon River the portion of the lower town known as Whiskey Flats would be flooded and the residents of this area would have to move elsewhere.

27. The Committee noted the report on the expansion of Whitehorse.

VI. Progress Report on Operation CORRODE (Secret)

28. General Foulkes reported on the progress of the Mid-Canada line and the experimental stations near the Alaska-Canada border, and on the plans for a Distant Early Warning Line. The United States had strongly urged that Canada agree in principle to the establishment of an early warning line in the far north, and a joint announcement of this agreement had been made. The Chairman of the U.S. Joint Chiefs of Staff had been informed that plans for implementing the line would have to follow a procedure similar to that adopted in the case of the Mid-Canada Line. The Canadian Government would have to approve the plans and determine the degree of Canadian participation before construction could begin. Distribution of responsibility between the two countries would probably follow the principles established for the Pinetree System. A decision on the degree of Canadian participation would be postponed until the location of the line had been agreed. Canadian civilian requirements would be taken into consideration when the siting of the line was being considered.

29. General McNaughton said the establishment of the D.E.W. line would make it necessary to transport large quantities of supplies to the Arctic. The Mackenzie waterway was the only transportation route capable of carrying this material and if Canada wished to retain effective control over it she would have to provide the necessary facilities. For efficiency a unified transportation system was desirable. The Northern Transportation Company already had the basic equipment and organization and should have responsibility for the transportation of all military supplies down the Mackenzie. It could sub-contract to private companies whatever work they could handle. To help co-ordinate the development of the required facilities the President of the Northern Transportation Company might be made a member of the A.C.N.D. and of the Transportation Sub-Committee.

30. Mr. Robertson reported some thought was being given to extending the railroad from Grimshaw to Pine Point, possibly with a spur to Mills Lake at the western end of Great Slave Lake. This would extend the shipping season on the Mackenzie by about a month and eliminate the portage between Fort Fitzgerald and Fort Smith.

31. General Foulkes said it was important for Canadian officials to have detailed information about the capabilities of the Mackenzie route when discussing the division of responsibility for building and maintaining the D.E.W. line.

32. Dr. Solandt said the Mackenzie system was already capable of carrying a

large quantity of supplies. The great need would be for transportation facilities along the Arctic coast which were practically non-existent at the present time. It might be necessary to develop suitable shipping.

33. Mr. Rowley pointed out that at the present time the Hudson's Bay Company was the only organization transporting freight along the Arctic coast. The Mackenzie route was the natural artery for supply of D.E.W. sites along the north coast of Alaska as well as for those in the western Canadian Arctic.

34. Mr. Stead considered that Canada should handle all military freight along the Mackenzie regardless of who would eventually use it.

35. General McNaughton suggested that the provision of adequate transportation facilities might be considered as part of Canada's contribution to the D.E.W. line.

36. Mr. Robertson suggested that the A.C.N.D. Secretariat might provide information on existing facilities for the Permanent Joint Board on Defence. In addition it could prepare a paper on the transportation problems associated with the D.E.W. line for study by the Transportation Sub-Committee and subsequently by the A.C.N.D. In the meantime the problem of transporting down the Mackenzie the quantities of supplies that would be required by the D.E.W. line could be discussed with the President of the Northern Transportation Company.

37. The Committee agreed that,

- (a) the Secretariat of the A.C.N.D. should prepare a paper on the transportation problems associated with the D.E.W. line for study by the Transportation Sub-Committee and subsequently by the A.C.N.D.;
- (b) the Chairman should discuss with the President of the Northern Transportation Company the problem of transporting the large quantity of supplies required for the D.E.W. line.

VII. Russian Activities in the North (Secret)

38. Mr. C. J. Webster gave a report on recent Russian activities in the north.

VIII. Items of General Interest:

(a) Duke of Edinburgh's Visit to the North

39. The Duke of Edinburgh arrived in Whitehorse on August 8. During his stay he toured the town and surrounding district, and spent a short time on the paddle wheeler "Klondike". The next day he stopped briefly at Fort Simpson to meet the Indians and then went on to the Eldorado mine at Port Radium. The next day he flew to Coppermine, where he met a number of Eskimo, and returned to Radium the same day. On August 11 he stopped at Yellowknife where he witnessed the pouring of a gold brick, and then went on to Churchill.

(b) Operation Lantflex (Secret)

40. This summer the United States Navy requested permission to carry out Operation Lantflex, an amphibious cold weather training exercise, from October 29 to November 5 in the Cape Porcupine-Hamilton Inlet area of Labrador. The purpose of the exercise was to test equipment and techniques under cold weather conditions and it would be similar to Operation Noramex held in the same area in 1952.

41. Permission was granted by the Canadian Government on the understanding that the R.C.M.P. would warn residents of the area, and that the Department of Transport would issue warnings to mariners and aircraft. An R.C.M.P. officer will accompany the exercise to handle any dealings with local residents. There will be observers from the R.C.N., the Canadian Army, the R.C.A.F., and the Defence Research Board, and the R.C.A.F. will participate in a maritime role as in 1952.

(c) Musk-Ox Experiment of the Vermont Animal Foundation

42. Mr. John Teal of the Vermont Animal Research Foundation succeeded this summer in capturing three musk-ox calves and transporting them safely to the foundation's farm in Vermont. In 1952 Mr. Teal was given permission to take 8 musk-ox calves for experimental purposes, to see if they could successfully be domesticated and raised in northern New England. The three calves were captured in the Thelon Game Sanctuary northeast of Great Slave Lake. Mr. Teal hopes to return next year to take five more.

(d) Commissioning and First Voyage of H.M.C.S. Labrador

43. H.M.C.S. “Labrador” was commissioned on July 8 at Sorel and sailed north on 23 July. A call was made at Craig Harbour and the R.C.M.P. post at Alexandra¹⁷¹ Fjord was successfully supplied. A great deal of scientific and survey work was carried out throughout the voyage. This included the establishment of a large number of oceanographic stations and a survey of Resolute harbour. After assisting a U.S. vessel, the “Monte Carlo” which was in difficulties in the ice off Prince of Wales Island, H.M.C.S. “Labrador” passed through the Northwest Passages meeting the “Burton Island” at Dealy Island. She then crossed Melville Sound and co-operated with the Beaufort Sea Expedition in hydrographic work before proceeding to Esquimalt.

(e) Beaufort Sea Expedition (Confidential)

44: The Beaufort Sea Expedition consisted of the U.S. Coast Guard cutter “Northwind” and the U.S. Navy icebreaker “Burton Island”. The “Northwind” proceeded along the west coast of Banks Island, around Cape Prince Alfred and across Viscount Melville Sound almost to Stefansson Island. Soundings were made in Pasley Bay and Collinson Inlet before returning through Prince of Wales Strait. The “Burton Island” surveyed Prince of Wales Strait and carried out hydrographic and oceanographic work in Melville Sound. As plans for establishing a meteorological station at Bridport Inlet had been abandoned the cache laid there by the Weather Services was retrieved. Most of the fuel from the cache was discharged at Sachs Barbour on Banks Island where a meteorological station is planned.

(f) Recent Fires in the North (Confidential)

45. During the summer there have been three serious fires in the north, On June 14 the hangar at Chimo was destroyed owing to a fire which originated while personnel of Mont Laurier Aviation Limited were refueling a truck inside the hangar. The other two fires occurred on August 22 and August 27 and were both at Clyde River. A party was sent in to investigate and the evidence pointed to the fires being caused by faulty maintenance of heating equipment. As the supplies and equipment at Clyde were destroyed, the “C.D. Howe” was re-routed to pick up replacements at Churchill.

¹⁷¹ *Editors’ note:* the original document reads “Alexandria.”

(g) Spartan Airways Airstrip Near Pelly Lake

46. In September Spartan Air Services constructed a temporary airstrip for their own use in the District of Keewatin just north of Pelly Lake. The airstrip is built on an extensive sand and gravel plain and is some 6,000 ft. long by 200 ft. wide. The airstrip is being built because Spartan is hoping to be carrying out survey flights in that region and the existing airfields are not close enough for the range of the photographic aircraft they use.

(h) Elections in the Northwest Territories

47. On September 7, 1954, the second election of members of the Northwest Territories Council took place. At the last session of parliament a fourth elected member was added to the Council. Those elected were:

Frank Carmichael - Mackenzie Delta

W. J. Goodall - Mackenzie River (by acclamation)

Robert Porritt - Mackenzie South

John Parker - Mackenzie North

48. The next session of the Council will take place in Ottawa early in 1955.

(i) Stanwell-Fletcher's Expedition

49. Mr. Stanwell-Fletcher, a former member of the R.C.M.P. and later a U.S.A.F. officer, is organizing an expedition to take place next spring. He is proposing to land a party with dog teams by aircraft at the North Pole in mid-March. Two parties will then sledge to Alert, or possibly North Greenland. The dog teams will be supplied by an Otter aircraft possibly based at Alert. The main purpose of the expeditions is apparently to test the efficacy of methods of determining the thickness of ice from the air. The scientific programme also includes magnetic, oceanographic, meteorological, and seismic studies.

IX. Other Business:

(a) Radio Programmes in the North

50. Mr. Legget said that when he was at Aklavik during the summer he had learnt that practically no Canadian radio programmes could be heard in the Delta. The programmes received were mainly from Alaska or Russia. An

unfortunate result had been that the first news of the proposed move of the settlement was received on an Alaskan broadcast.

51. Mr. Robertson said the Minister of Northern Affairs and National Resources had become aware of this situation during his visit to Aklavik. Mr. Lesage had written to the Canadian Broadcasting Corporation who had replied suggesting that a committee from the Department of Northern Affairs and the C.B.C. investigate the situation and consider ways of improving the number, quality, and reception of Canadian programmes in the north. The findings of this committee would be reported to the A.C.N.D.

52. The Committee noted that a committee from the Department of Northern Affairs and the C.B.C. would consider methods of improving radio service in the north.

X. Date of Future Meeting

53. The Committee agreed to meet at 2:30 p.m. on Noonday, November 8, 1954, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
October 22, 1954.

21. The twenty-first meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, November 8, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. K.W. Taylor, Deputy Minister of Finance.

LCdr. A.A. Beveridge, representing the Secretary to the Cabinet.
Mr. J.R. Kirkconnell, representing the Deputy Minister of Mines and Technical Surveys.
Assistant Commissioner A. T. Belcher, representing the Commissioner, Royal Canadian Mounted Police.
Mr. R.F. Legget, representing the President of the National Research Council.
Mr. W.H. Barton, representing the Chairman, Permanent Joint Board on Defence.
Mr. B. Rogers, representing the Under-Secretary of State for External Affairs.
Mr. C.S. Booth, representing the Deputy Minister of Transport.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Mr. C.L. Merrill, Department of Northern Affairs and National Resources.
Mr. P.D. McTaggart-Cowan, Meteorological Div., Department of Transport.
Mr. F.J.G. Cunningham, Dept. of Northern Affairs and National Resources.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 20th Meeting:

(a) Resiting of Aklavik - Report of the Aklavik Sub-Committee (Secret)

1. The Chairman reported that the Department of Transport had agreed that an airstrip could be built in the vicinity of the site E-3. The Aklavik Sub-Committee had accordingly recommended to the A.C.N.D. that Aklavik be relocated at this site.

(Secretary's memorandum Document ND-110 dated November 2, 1954).

2. Mr. Merrill described the potential townsite of E-3. The area was approximately one mile square, more than enough to accommodate the probable population of the town in the foreseeable future. The survey party's investigations had indicated sufficient fill in the immediate vicinity of the proposed airstrip, but in any event there was ample for all requirements near the townsite. A road from the townsite to the airstrip would be about 42 miles long and would not be difficult to construct.

3. General Foulkes thought an early decision on the relocating of Aklavik would be useful in connection with planning for the D.E.W. line, and would prevent the possibility of a conflict of requirements.

4. Dr. Solandt considered that an administration and communication centre for the D.E.W. line would undoubtedly be needed in the Mackenzie Delta. It would probably have to be in the vicinity of E-3 since no other site had the same advantages.

5. Mr. Legget said the area northeast of the proposed townsite was suitable for construction. It might be reserved for D.E.W. requirements and included in the town plan.

6. Mr. Robertson said the Secretary would send the Chairman, Chiefs of Staff, a description of the proposed townsite so that this could be taken into consideration when the D.E.W. line was being discussed.

7. The Committee agreed to recommend to the Cabinet that Aklavik be relocated at E-3.

(b) Progress Report on Northern Health Service (Confidential)

8. Mr. Robertson reported that since the last meeting of the A. C.N.D. the Cabinet had considered a memorandum on the northern health service seeking,

- (a) definitive approval of the northern health service;
- (b) approval of staff and funds for the northern health service;
- (c) approval of funds for the construction of the hospitals at Whitehorse and Mayo.

The construction of the Whitehorse and Mayo hospitals had been approved but the Cabinet had asked for more information on the staff and funds required for the northern health service. Another memorandum with this information would be submitted to the Cabinet shortly. The Yukon Territory's participation in the northern health service was currently being discussed at a session of the Yukon Council.

9. The Committee noted the report on the progress of the northern health service.

(c) Expansion of Whitehorse (Confidential)

10. Mr. Robertson reported that the Cabinet had recently discussed the expansion of Whitehorse and agreed that,

- (a) the new Whitehorse hospital should be located on the east bank of the Yukon River;
- (b) that the bridge should be financed initially by the Department of Northern Affairs and National Resources with the money recovered eventually by the sale of land in the new development.
- (c) the cost of a new Whitehorse hospital would be shared by the Yukon Government, the Department of National Defence, and the Department of National Health and Welfare, the over-all federal share being 75% of the total.

This matter was also being discussed at the current session of the Yukon Council.

11. The Committee noted the report on the expansion of Whitehorse.

II. Progress of Early Warning Lines (Secret)

12. General Foulkes reported on the progress of the D.E.W. line planning.

13. Mr. Robertson said the Secretariat had prepared a draft paper on the transportation implications of the D.E.W. line for discussion at a meeting of the Transportation Sub-Committee around the end of November. As agreed at the last meeting, Mr. Bennett, President of Northern Transportation Limited, had been made a member of the Sub-Committee.

14. Dr. Solandt asked whether Eskimo should be employed on the D.E.W. line. During the construction phase there would be many well-paid jobs but these would soon disappear. There would also be a large transient population and it might be salutary during this phase to adopt the Danish policy of prohibiting contact between the Eskimo and construction personnel. On the other hand permanent employment during the operational phase might be highly desirable.

15. Mr. Robertson said the Eskimo were at various stages of advancement and the extent of their contact with the D.E.W. line activities might be varied according to their ability to adapt themselves. The Department of Northern Affairs and National Resources was anxious to obtain employment for those who would benefit by it. Regulations to protect the interests of the Eskimo would be included in the D.E.W. line agreement.

16. Mr. Rogers suggested that a Special Commissioner might be appointed to safeguard Canadian interests, as had been done in the case of the construction of the Haines-Fairbanks pipeline.

17. The Committee noted the report on the progress of the D.E.W. line.

III. List of Northern Settlements (Restricted)

18. Mr. Robertson recalled that at its nineteenth meeting on May 31, the A.C.N.D. had considered Document ND-100, a list of settlements in the Northwest Territories with information about the suitability of their sites for development. The Committee had asked that the population of the settlements be included. The document had been revised and figures for both the permanent population and the numbers trading into each settlement had been added as well as some later information on certain sites. Additional copies were available from the Secretary.

(Secretary's memorandum Document ND-111 dated November 2, 1954).

19. The Committee noted the List of Northern Settlements, Document ND-111.

IV. Report on Government Activities in the North (Confidential)

20. Mr. Robertson explained that at its nineteenth meeting on May 31 the A.C.N.D., in considering the report on government activities in the north, had agreed that the Public Information Sub-Committee be asked to suggest how the report might be more widely distributed. The Sub-Committee had examined the report and had concluded that it would provide useful background material but should not be distributed outside the government as it contained information on the future plans of departments which should not be disclosed prematurely.

(Secretary's memorandum Document ND-112 dated November 2, 1954).

21. The Committee agreed that the report on government activities in the north for 1954 might be used by departments as background information in discussions with the press provided that,

- (a) no detailed reference was made to the future plans of any department;
- (b) when information about another department was quoted from the report the press would be advised to confirm the facts with the department concerned.

V. Progress of the Arctic Hydrographic Vessel (Confidential)

22. Mr. Kirkconnell reported that the order for the Hydrographic Service's new arctic vessel had been placed late in July with Canadian Vickers Ltd. The ship would cost \$3,922,088 and would be completed by the fall of 1955 or the spring of 1956. It should be ready for survey operations during the summer of 1956. Detailed construction drawings were well advanced and orders had been placed for 1,200 tons of steel. Model tank tests had been completed at Teddington and were under way at the National Research Council. The name "Baffin" had been chosen for the vessel subject to the approval of the Department of Transport.

23. The Committee noted the report on the progress of the Hydrographic Service's arctic vessel.

VI. Items of General Interest:

The Secretary reported the following items of general interest:

(i) Opening of the Haines Cut-Off Road (Confidential)

24. In October the contractor building the Haines Pipeline had asked permission through the U.S. Corps of Engineers to keep the Haines Road open from Mile 42 at the Canadian border to Mile 48 where No. 2 Pumping Station was being completed, and also to operate on the remainder of the road until forced out by the winter. The request was granted subject to conditions agreed to at a meeting held in January at the Department of External Affairs when a similar request was anticipated. The contractor would keep the road open at his own expense and his use of the road would be subject to supervision by the Commander, Northwest Highway System.

(b) Rocket Range at Churchill (Secret)

25. The Department of National Defence was planning to conduct winter test firing of surface-to-air guided missiles at radio controlled aerial targets during the period from January 1, 1955 to March 31, 1955. The missiles would be fired out to sea from a point on the coast east of Churchill.

(c) Sea Supply of Alert (Confidential)

26. The U.S. Navy experienced great difficulty this year in attempting to supply the joint Arctic weather station at Alert. The icebreaker "Eastwind" left Thule for Alert on August 14. Three days later in Robeson Channel she severely damaged her bows, flooding the forward hold and damaging the cargo. The "Westwind" was sent from Thule to relieve her and after transferring cargo proceeded north. Twelve miles from Alert in heavy ice the "Westwind" broke a propeller and seven miles further on was beset. The "Atka" went to assist the "Westwind" but could not reach her. The "Westwind" finally broke loose and returned to Thule where supplies for Alert were offloaded. The supplies were being flown to the weather station by the U.S.A.F.

27. Mr. Robertson said that in most years great difficulty had been experienced by the U.S. in attempting to supply Alert by sea. It had been

suggested that if the station were moved a few miles to the southeast the less severe ice conditions would greatly simplify the task.

28. Mr. McTaggart-Cowan said that moving the station even a short distance would break the continuity of the meteorological records which required a period of at least ten years to provide adequate data for any point.

29. Dr. Solandt suggested that the location of the Resolute station should be reviewed. It appeared obvious that air operations in the north would increase and much greater use would be made of the airfield. On the other hand ice conditions and the harbour were poor. If, as appeared likely, the station would have to be moved at some time, it would be better if this were done before it grew larger. Meteorological activities might remain at the present location.

30. The Committee agreed that the Secretariat should prepare papers outlining the arguments for moving the settlements of Alert and Resolute.

(d) Appointment of Northern Service Officers (Unclassified)

31. The Department of Northern Affairs and National Resources had recently announced the appointment of six Northern Service Officers. They would live among the Eskimo and assist them to adapt themselves to current conditions. The first officer had already taken up his post at Churchill, and within the next few months the others would go to various points in the north.

(e) Husky Dogs for the Falkland Islands (Unclassified)

32. Early in the summer the Governor of the Falkland Islands asked if three husky dogs could be shipped to the Falkland Islands to introduce new blood among the sledge dogs of the Falkland Islands Dependencies Survey. Three dogs had been procured by the Eastern Arctic Patrol and had arrived in good health in the Falkland Islands.

(f) Oil Seepages (Unclassified)

33. During the summer a U.S. private expedition organized by Mr. W.E. Dow and using a chartered vessel the "Monte Carlo", had visited Prince of Wales Island. The expedition reported a number of oil seepages near the north coast of Prince of Wales Island. Although there had been indications of oil at several other places in the Arctic Islands, this was the first report of a seepage.

VII. Other Business

34. There was no other business.

VIII. Date of Future Meeting

35. The Committee agreed to meet at 2:30 p.m. on Monday, December 13, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
November 16, 1954.

22. The twenty-second meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, December 13, 1954.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources, (Chairman)

Major-General H. A. Young, Deputy Minister of Public Works,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys,
Mr. J.R. Baldwin, Deputy Minister of Transport.

Mr. R.A. MacKay, representing the Under-Secretary of State for External Affairs,

Col. C.G.M. Carrie, representing the Chairman, Defence Research Board,
LCDR. A.A. Beveridge, representing the Secretary to the Cabinet,

Mr. W.H. Barton, representing the Chairman, Canadian Section, P.J.B.D.,
A/V/E C.R. Dunlap, representing the Chairman, Chiefs of Staff,

Mr. G. Stead, representing the Deputy Minister of Finance,

Dr. Y.B. Hutcheon, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. Andrew Thomson, Department of Transport,

Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 21st Meeting:

(a) Resiting of Aklavik (Secret)

1. The Chairman reported that the proposed new site of Aklavik had been approved by the Cabinet and that this had been announced publicly. A report prepared by the Division of Building Research indicated that thirty-nine buildings at Aklavik could be moved to the new site with little difficulty.

2. Mr. Barton said the Chairman of the Canadian Section, P.J.B.D., was interested in the phasing of the move. Since the facilities at the new settlement might also serve to meet some D.E.W. line requirements he considered the project should be carried out as quickly as possible.

3. Mr. Robertson explained that the need to provide as much local employment as possible was an important factor in phasing the move. While it might not be desirable to hasten the project as a whole, priority could be given to any facilities which might be required for D.E.W. line needs, such as the airfield.

4. A/V/M Dunlap said that an airfield at Aklavik would be useful in the supply of the D.E.W. line but there were not at present any plans to use it as a main staging point.

5. Mr. Baldwin reported that the Department of Transport proposed only preliminary clearing of the airstrip during the summer of 1955 and had provided \$50,000 for this in the estimates. If it were necessary to accelerate the programme additional funds would be required.

6. Mr. Cunningham said the Aklavik Sub-Committee would meet in January to discuss the timing of the move of Aklavik. If any items required priority the Sub-Committee should be informed.

7. Commissioner Nicholson considered that departments should avoid the possibility of giving any impression of reluctance towards the move. The R.C.M.P. had already indicated locally that their Aklavik office would be moved to the new site, and if this were done by other departments it would encourage public acceptance of the move.

8. Mr. Robertson explained that the Department of Northern Affairs and National Resources had undertaken to provide a day school at the old site if it were required, but this had been necessary to avoid any suggestion of coercion in the move.

9. The Committee noted that the new site of Aklavik had been approved by the Cabinet and agreed:

- (a) that priority should be given at the new townsite to the construction of any facilities required for defence planning;
- (b) to consider a report of the Aklavik Sub-Committee on the phasing of the move at the February meeting;

- (c) that departments should indicate locally at Aklavik their intention of moving to the new site.

(b) Early Warning Lines - Report of the Chairman of the Transportation Sub-Committee (Secret)

10. Mr. Robertson referred to the discussion of the transportation requirements of the D.E.W. line at the twentieth meeting of the A.C.N.D. held on October 12. It had been agreed that the problem should be studied by the Transportation Sub-Committee. The report of the Chairman of the Sub-Committee had been distributed with the Agenda.

(Secretary's memorandum Document ND-113 dated December 8, 1954).

11. Mr. Baldwin reported that after considering the general transportation implications of the D.E.W. line the Transportation Sub-Committee had favoured the more northerly route through Prince of Wales Strait, Viscount Melville Sound, and Lancaster Sound. The latest information on the 1954-55 winter airlift for the D.E.W. line indicated the only requirement would be the transportation of 3,000 tons to Cambridge Bay. Owing to their weight some of the items would have to be carried by U.S.A.F. C-124 aircraft. The remainder could be transported by Canadian civil air carriers if required. The Canadian carriers would pool their resources; they had appointed Associated Airways Limited as their agent in arranging airlift to the western part of the D.E.W. line and prices had been quoted to the Western Electric Company. If a winter airlift developed for the eastern section of the line, a single company would be appointed to act for all the carriers in that section, and a substantial amount could be handled. Arrangements for the winter airlift for the mid-Canada line had already been made by the R.C.A.F. with Maritime Central Airways. Some 6,700 tons would be carried to Great Whale River and Hopedale for distribution by R.C.A.F. helicopters to the individual stations.

12. It had been agreed that the Department of Transport should discuss the sealift requirements for the mid-Canada line with the TransCanada Telephone Company to determine if this could be co-ordinated with other shipping tasks in the Eastern Arctic. The Sub-Committee considered that, except for any assistance that could be given by the Northern Transportation Company, the sea supply of the D.E.W. line should be left to the United States during the construction phase. There were insufficient suitable ships in Canada, while the U.S. Military Sea Transport Service had carried out similar tasks and had a great deal of equipment. Canada could

however supply the ice reconnaissance which would be vital to the success of the sealift.

13. The Sub-Committee report concluded by recommending that Canada consider assuming responsibility for the annual supply of the D.E.W. line during the operational phase as one means of Canadian participation.

14. Mr. Robertson said the President of the Northern Transportation Company considered his organization could increase its participation in 1956 and could eventually take over the entire task of transporting supplies to the Western Arctic by water. If Canada assumed responsibility for D.E.W. transportation, civil requirements in the same area could be closely co-ordinated.

15. Colonel Carrie suggested that, in assessing the merits of alternative routes, the long-term cost of transportation was an important factor.

16. Mr. Stead considered an attempt should be made to estimate the cost of transportation for each route since this information would be required by the Cabinet in deciding the scope of Canadian participation.

17. Captain Robertson said that up to the present time all trained ice observers had been supplied by the United States with the exception of those employed by the Department of Transport in the Gulf of St. Lawrence. Early in 1955 five Canadians, two from the R.C.N., two from the R.C.A.F., and one from the Department of Transport, would attend a two-month ice reconnaissance course given by the U.S. Hydrographic Office. Attempts were currently being made to develop a common system of ice reporting. A Canadian ice reconnaissance service, if organized, might become a part of the Department of Transport.

18. Mr. Thomson said that meteorological training was important in ice reconnaissance work.

19. Mr. Boyer considered ice reconnaissance would be of material assistance to commercial shipping. The exploitation of iron ore in Ungava depended on the length of the shipping season which could only be determined by detailed knowledge of ice conditions.

20. Commissioner Nicholson suggested the Committee might note the need for ice reconnaissance and request the Sub-Committee to examine the problem further.

21. The Committee:

- (a) noted the report of the Chairman of the Transportation Sub-Committee;
- (b) noted the need for trained Canadian ice observers;
- (c) requested the Sub-Committee to give further consideration to the proposal to establish a Canadian ice-reporting service.

II. Progress Report - Early Warning Lines (Secret)

22. A/V/M Dunlap reported orally on the progress of the early warning lines and discussed various factors which had to be taken into account in deciding the route for the D.E.W. line. He stated that the combined US/Can Location Study Group had recommended, a line, the Canadian portion of which extends from Alaska along the Arctic Shore as far as King William Island and thence across Boothia Peninsula, Melville Peninsula, Foxe Basin and Baffin Island to the Davis Strait. This routing was recently considered by the Canadian Section of the Military Study Group as was also an alternate routing along Prince of Wales Strait, Viscount Melville Sound, Lancaster Sound and down the East Coast of Baffin Island to Cape Weir. The latter route, the more northerly of the two, although attractive in some respects did not receive the backing of MSG. This was based on a variety of reasons not the least of which was the problem of supply during the construction phase. This not only relates to problems associated with shore ice and lack of close-in hydrographic data but also concerns the large number of special ships and icebreakers which would be required, a number which exceeds the capacity of the U.S. Military Sea Transport Services and associated agencies be necessary to rely entirely on air supply for almost all the central portion of the line.¹⁷²

23. Mr. Robertson said the Department of Northern Affairs and National Resources would prefer the northern route for the D.E.W. line. The more southern route would pass through an area where there were many Eskimo who were not adjusted to contact with modern civilization. They had not built up immunity to many common diseases and they were for the most part hunters, relying on the wildlife resources. If the southern route were

¹⁷² *Editors' note:* This paragraph was revised in the document. The original text read: "A/V/M Dunlap reported orally on the progress of the early warning lines. The time factor was important consideration in deciding the route of the D.E.W line which had to be operation to meet a date indicated by intelligence estimates of enemy capabilities."

chosen it might be necessary to have stricter limitation of the activities of those constructing and operating the line, in order to protect the Eskimos and the game on which they depended, than would be necessary if the northern route were chosen.

24. Mr. Rowley suggested that the terrain of Baffin Island and Melville Peninsula along the proposed route would prove to be more difficult than it had appeared from the air.

25. Mr. Baldwin said that if the southern route were chosen it would be necessary to rely entirely on air supply for almost all the central portion of the line.

26. The Committee noted the report on the early warning lines.

III. The American Polar Basin Expedition (Confidential)

27. Mr. Robertson reported that Mr. J.S. Stanwell-Fletcher was planning an expedition to the Polar Basin early in the spring of 1955. Details of the expedition had been distributed with the Agenda and the Committee was asked to consider recommending,

- (a) that the R.C.M.P. be represented on the expedition;
- (b) that the details of R.C.M.P. participation be arranged between the Commissioner, R.C.M.P., and Mr. Stanwell-Fletcher;
- (c) that no responsibility for the expedition be assumed by Canada;
- (d) that permission be given to use the airfields at Churchill, Resolute, Alert, and to obtain fuel at Resolute.

(Secretary's memorandum Document ND-114 dated December 8, 1954),

28. Commissioner Nicholson said the R.C.M.P. were willing to participate in the expedition if the A.C.N.D. considered this desirable. Participation might take the form of [an] R.C.M.P. constable and an Eskimo special constable with their own dog team accompanying the sledge party from the pole to Ellesmere Island. Since the project would probably receive a great deal of publicity it seemed important that Canada should be represented.

29. Mr. Rowley said the expedition was privately financed and had no government assistance of any kind. Mr. Stanwell-Fletcher had been particularly careful to abide by Canadian regulations while making preparations for the expedition.

30. Colonel Carrie doubted whether much scientific information could be collected in the limited time available.

31. Mr. Baldwin said the Department of Transport would like more information on the organization of the expedition and whether they proposed to use the communication facilities of the Alert weather station.

32. General Young considered that if the expedition took place Canada should be represented. Before giving a final decision it would be useful to have more information about the purpose and organization of the project. If this were obtained to the satisfaction of the Department of Northern Affairs and National Resources and the other departments concerned, the proposals regarding R.C.M.P. participation and the use of Canadian facilities appeared suitable.

33. The Committee recommended, subject to the provision of further information to the satisfaction of the Department of Northern Affairs and National Resources and the other departments concerned, that,

- (a) the R.C.M.P. be represented on the expedition;
- (b) the details of R.C.M.P. participation be arranged between the Commissioner, R.C.M.P., and Mr. Stanwell-Fletcher;
- (c) no responsibility for the expedition be assumed by Canada;
- (d) permission be given to use the airfields at Churchill, Resolute, Alert, and to obtain fuel at Resolute.

IV. Construction Sub-Committee - 1954 Northern Building Programme (Restricted)

34. Mr. Robertson recalled that at the beginning of each year the Construction Sub-Committee summarized proposed government building in the north for the construction season. This fall a report had been prepared on the progress of this construction, showing which projects had been completed. The report had been distributed with the Agenda.

(Secretary's memorandum Document ND-115 dated December 8, 1954).

35. General Young noted that for various reasons only 55% of the 1954 building programme in the north had been completed. Northern Affairs and National Resources and the R.C.M.P. had finished the highest percentage of their programmes and National Defence and Public Works the lowest. Many of the projects were not completed because they had not been clearly outlined in sufficient time to allow construction departments to make the necessary preparations. Airfields were not included in the report since they were a special type of construction and did not conflict with other building projects in settlements. It was hoped to improve the construction record in 1955 but the co-operation of all departments would be necessary.

36. The Committee noted the report on the progress of government building in the north for 1954.

V. Summer Cruise of H.M.C.S. "Labrador" (Confidential)

37. Captain Robertson reported orally on the first cruise of H. M.C.S. "Labrador" the Royal Canadian Navy's new icebreaker. More scientific work had been done than had been anticipated. After surveying Resolute and Alexandra Fjord harbours and giving assistance to a U.S. schooner, the "Monte Carlo" beset in Baring Channel, the vessel had passed through the Northwest Passage and co-operated with the Beaufort Sea Expedition before proceeding to Esquimalt. No major problems arose and the small matters which were to be expected with a new ship were now being corrected in Halifax. The scientific programme for 1955 was being worked out in co-operation with Defence Research Board. It was planned to spend the spring in a study of ice conditions in the Gulf of St. Lawrence before going north for the period May to November.

38. The Committee noted the report on the summer cruise of H.M.C.S. "Labrador".

VI. Items of General Interest:

39. The Secretary reported the following items of general interest:

(a) Meeting of the Committee on Eskimo Affairs (Unclassified)

40. A meeting of the Committee on Eskimo Affairs was held on 29 November to discuss the economy, education, and health of the Eskimo.

Reports were given on the measures taken during the past year, and future plans were discussed. The points which received particular attention were the possible implications of defence measures, a proposal to prepare a standard orthography of the Eskimo language, increasing the use of cash rather than credit, and the factors affecting hospitalization of the Eskimo.

(b) Visit of Mr. Paul-Emile Victor to Ottawa (Unclassified)

41. Paul-Emile Victor the head of Expeditions Polaires Francaises, the French polar organization, visited Ottawa on 17 November. Mr. Victor organized and led the French expeditions to the Greenland Icecap and was also responsible for the recent French Antarctic expeditions. Mr. Victor was hoping to visit the Canadian Arctic and might at some future date propose carrying out seismic studies to determine the thickness of ice on the Canadian Arctic icecaps. This was similar to the work he had done in Greenland.

(c) Christmas Air Drop (Unclassified)

42. The Christmas air drops to the isolated stations in the north began on the 3rd December. The North Star aircraft from 426 Squadron were being used, one based at Goose and Frobisher serving the eastern part, and the other based at Churchill and Resolute serving the central part.

(d) First Regular Scandinavian Air Services Transpolar Flight (Unclassified)

43. The first regular commercial transpolar flight of Scandinavian Airlines system took place successfully in mid-November. Stops were made at Winnipeg and Sondestrome Fjord.

(e) Dr. Rudolph Schuster (Unclassified)

44. It appeared likely that an application would be received from Dr. Rudolph Schuster of the Department of Botany at Duke University for permission to collect and study hepaticae at one of the joint Arctic weather stations next summer.

VII. Other Business

45. There was no other business.

VIII. Date of Next Meeting

46. The Committee agreed to met at 2:30 p.m. on Monday, January 24, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
December 21, 1954.

23. The twenty-third meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, February 7, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Dr. O. M. Solandt, Chairman, Defence Research Board,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Mr. J.R. Baldwin, Deputy Minister of Transport,
General A.G.L. McNaughton, Chairman, Canadian Section P.J.B.D.

Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Dr. G.S. Hume, representing the Deputy Minister of Mines and Technical Surveys.

Mr. R.F. Legget, representing the President of the National Research Council.

LCdr. A.A. Beveridge, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. Fred Fraser, Department of Northern Affairs and National Resources.

Mr. P.D. McTaggart-Cowan, Meteorological Div., Department of Transport.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 22nd Meeting:

(a) Progress of Early Warning Lines (Secret)

1. General Foulkes suggested that the detailed account of progress on the two early warning lines contained in the minutes of the January meeting of the Permanent Joint Board on Defence might be distributed with the minutes of the Advisory Committee on Northern Development. On 2

February a meeting had been held under the chairmanship of the Deputy Minister of National Defence to discuss liaison arrangements between the various departments and those concerned with the construction of the D.E.W. line. The draft statement of conditions governing the establishment of the line had been considered and agreement had been reached on which department should be primarily responsible for arranging the implementation of each paragraph. Departments would deal directly with the contractors on these matters and it had also been recommended that a co-ordinator be appointed to arrange interdepartmental matters, to prepare biweekly progress reports, and to ensure adequate liaison. A large number of airstrips would be required. Rather than seek Cabinet Defence Committee approval for these individually the Department of National Defence intended to include them all in a single submission requesting approval of the airstrips necessary for the construction phase. Since it was important that the sites be approved without delay as soon as they were selected, there should be government representatives authorized to make decisions with the construction parties.

2. Mr. Robertson noted that the Department of Northern Affairs and National Resources was responsible for approving the sites. To ensure timely approval, the department required to be kept informed of the plans of the contractors' parties concerned with siting. It appeared that the siting parties would work from three or four main centres and the department expected to be represented at each of these.

3. Dr. Hume said he had understood that the Department of Mines and Technical Surveys, particularly the Hydrographic Service, might be asked to assist in making technical surveys but so far no request had been received. It was important that these requests be made as soon as possible since plans for the summer were now being completed

4. General Foulkes said the R.C.A.F. would pass their requirements to the Department of Mines and Technical Surveys at once,.

5. Dr. Solandt noted that, while Canada was not participating directly in the construction of the D.E.W. line, assistance would be given in a number of ways. The scientific programme for H.M.C.S. "Labrador" had been cancelled in order that she could take part in the sea supply of the eastern portion of the line.

6. Mr. Wershof stated that a final draft of the agreement with the United States on the D.E.W. line had been prepared. It had still to be referred to

certain ministers, but it was expected that it would be, signed by the end of the month.

7. General McNaughton stated that in the negotiations on the D.E.W. line U.S. officials had shown a willingness to take Canadian interests into account, while Canada had dealt quickly with the various points that had been raised.

8. General Foulkes said it would be impossible to keep the location of individual stations of the Mid-Canada line secret from people in the immediate area. To protect the location of the line from becoming public knowledge every effort was being made to avoid associating the individual stations in any unclassified material.

9. The Committee noted that

- (a) the Secretary would circulate the account of progress of the early warning lines recorded in the minutes of the P.J.B.D. (attached as Appendix A);
- (b) the R.C.A.F. would inform the Department of Mines and Technical Surveys at once of any assistance required in carrying out technical surveys for the D.E.W. line.

(b) American Polar Basin Expedition (Confidential)

10. Commissioner Nicholson reported that the possibility of R.C.M.P. participation in the U.S. Polar Basin Expedition had been discussed by the Minister of Justice and the Minister of Northern Affairs and National Resources and might be referred to the Cabinet. If it were decided to send a representative, a constable on Ellesmere Island might join the expedition at Alert. In this way there would be no suggestion that Canada was involved in the planning of the project. At the same time if the expedition reached Alert in good shape it would have demonstrated its ability to continue on to the Pole.

11. The Secretary said Mr. Stanwell-Fletcher was now in Churchill testing equipment and obtaining film footage. While several aspects of the expedition appeared to have been well planned there was some reason to doubt whether all the arrangements were adequate.

12. The Committee noted that, if it were decided to send a representative of the R.C.M.P. on the U.S. Polar Basin Expedition, he would join the party at Alert.

II. Sovereignty in the Arctic (Confidential)

13. Mr. Robertson explained that during the last year the U.S.S.R. had established several scientific parties on the ice in the Polar Basin. This had given rise to a re-examination of the sector theory and the territorial status of ice islands. A summary of this study had been distributed for the information of the Committee.

(Secretary's memorandum Document ND-116 dated January 19, 1955).

14. Mr. Wershof pointed out that from time to time departments of government had expressed varying opinions on the sector theory, but there had never been an official government policy. Consideration might be given to defining such a policy which could be used in statements to the public.

15. General Young noted that the Curtis Report on Territorial Waters would soon be available. It could be used as the basis for a study of the special problems relating to the Arctic Ocean and the sector theory.

16. Dr. Solandt said a Russian paper "New Soviet Researches, Explorations, and Discoveries in the Central Arctic", had recently been translated by the Defence Research Board and contained a great deal of interesting information. Copies could be made available to members of the Committee.

17. The Committee

- (a) noted that the Department of External Affairs would at some future meeting raise for discussion the need for a statement of government policy on Canadian sovereignty in the sector of the Polar Basin north of the Canadian mainland and islands;
- (b) agreed that the translation of the paper, "New Soviet Researches, Explorations, and Discoveries in the Central Arctic", should be distributed to members of the Committee (attached as Appendix B).

III. Disposition of the Remaining Canol Pipelines in the Yukon (Confidential)

18. Mr. Robertson stated that on November 30, 1954, the Deputy Minister of National Defence had written to the Secretary of the A.C.N.D. describing the current status of the pipeline system built by the United States during the last war as part of the Canol Project. The main pipeline from Norman Wells to Whitehorse and the Whitehorse refinery had been

dismantled some years ago. The pipeline from Carcross to Watson Lake had not been used for several years and had been declared surplus by the U.S. Army. The other lines would become surplus to U.S. requirements on the completion of the Haines-Fairbanks pipeline. The Department of National Defence had no need for any part of the system and had suggested that the Committee consider whether there were any other Canadian Government requirements.

(Secretary's memorandum Document ND-117 dated January 19, 1955).

19. General McNaughton said that under the Canol agreement the pipeline system did not automatically become Canadian property. The disposition of the system would be decided by the Canadian and United States Governments. When the United States decided that it had no further requirement for it, Canada would have an option to purchase it at a mutually agreed price.

20. Mr. Wershof stated that under the terms of the Haines-Fairbanks pipeline agreement if the United States decided to terminate the operation of the Skagway-Whitehorse pipeline the United States would if requested by Canada transfer its equity in the part of the line located in Canada without compensation. So far as possible the United States would also make available the use of the part of the line located in Alaska including the terminal and pumping facilities at Skagway on terms to be mutually agreed on. Under the agreement the United States had also undertaken to carry oil along the new pipeline for Canadian civil needs whenever this did not interfere with military requirements and to continue if Canada requested it to operate the old line from Whitehorse to Haines Junction.

21. Mr. Fraser stated that the Skagway-Whitehorse pipeline itself and the facilities at both ends were on the property of the British Yukon Navigation Company so that if this pipeline were to be kept in use it would presumably be operated by the company.

22. Mr. Robertson considered the Skagway-Whitehorse pipeline was of great importance to the Yukon and should be kept in operation. It would be cheaper to transport fuel and diesel oil by this line than through the Haines-Fairbanks pipeline. If no other departments were interested in any of the pipeline system the Department of Northern Affairs and National Resources would take the initiative in determining the disposition of its various components in consultation with the Departments of National Defence and External Affairs.

23. The Committee agreed that the Department of Northern Affairs and National Resources would be responsible for recommending Canadian policy on the disposition of the remaining components of the Canol project pipeline system.

IV. Ice Reconnaissance and Ice Forecasting (Confidential)

24. Mr. Baldwin reported that, following the discussion of a need for a Canadian ice reporting and ice forecasting service at the last meeting, the subject had been discussed informally by officials of the Department of Transport with other interested agencies. It had been noted that although several types of ice reconnaissance were now being undertaken in the Canadian north for various civil and military purposes, there were no common ice reporting code, no common standards, no training facilities, and no co-ordination of the information collected. It had been suggested that the Meteorological Division of the Department of Transport be authorized to prepare in more detail a programme for the gradual development of an ice reporting and ice forecasting service. Five Canadians were currently attending an ice reconnaissance course at the U.S. Hydrographic Office and would spend the summer working in the field. In the fall their advice would be sought in drawing up the preliminary plans.

25. Dr. Hume mentioned the development of the Ungava Bay iron ore which depended on the length of the shipping season, as determined by ice conditions. It would be very useful if information on that area could be obtained this summer.

26. Dr. Solandt said that the Defence Research Board had for some years carried out certain ice reconnaissance studies. Ice reporting and forecasting should be put on a systematic basis as described by Mr. Baldwin. The Defence Research Board would assist when possible in any arrangements which might be made for this summer.

27. Mr. Robertson said that at the present time Canadian ice reporting facilities were extremely limited. The Secretary might collect information on the facilities which would be available this summer and the Committee could then discuss the relative priorities of the requirements.

28. The Committee agreed that

- (a) the Department of Transport should proceed to prepare a detailed programme for the development of an ice reporting and ice forecasting service within the Meteorological Division;

- (b) the Secretary should obtain information on the Canadian ice reporting facilities available for the coming summer.

V. Report on Government Activities in the North (Confidential)

29. Mr. Robertson said the Secretary had written to all members of the Committee asking for their comments on the report on government activities in the north. The majority of the replies indicated that the report was satisfactory in its present form. Two proposals to include additional information had been made, and these had been included in the revised form.

(Secretary's memorandum Document ND-118 dated January 19, 1955)

30. Dr. Solandt suggested that the 1955 edition of the report should also include an index.

31. The Committee approved the proposed form of the report on government activities in the north and agreed that it should include an index.

VI. Agricultural Possibilities in Ungava Bay (Confidential)

32. Mr. Robertson said that last summer at the request of the Department of Northern Affairs and National Resources the Department of Agriculture had conducted a survey of the Ungava Bay region in order to assess the possibility of raising domestic livestock there. The survey report indicated that the potentialities of the area were meagre but further investigations would be made.

(Secretary's memorandum Document ND-119 dated January 19, 1955).

33. The Committee noted the report on the Department of Agriculture's survey of the possibility of raising domestic livestock in the Ungava Bay region.

VII. "Shipping in the Seas of the American Arctic" (Confidential)

34. Mr. Robertson said that the translation of a Russian report "Shipping in the Seas of the American Arctic" had been distributed for the information of the Committee. The paper had been prepared by the Joint Intelligence Bureau.

(Secretary's memorandum Document ND-120 dated January 20, 1955).

35. Dr. Solandt remarked that the Russians, while critical of the Wind class icebreakers, were apparently copying many of their features in some of their new icebreakers. No basic research in the design of icebreakers had been attempted in the West, development having proceeded by trial and error, and it would be interesting to know more about the design of new Russian icebreakers.

36. The Committee noted the translation of the Russian report "Shipping in the Seas of the American Arctic".

VIII. Joint Arctic Weather Stations Planning Conference (Restricted)

37. Mr. Robertson reported that the 1955 Joint Arctic Weather stations Planning Conference had recently been held in Ottawa. A summary of the main points discussed at the meeting had been distributed for the information of the Committee. The U.S. Navy would be unable to provide an icebreaker to supply the joint Arctic weather station at Alert this year and supplies would have to be flown in from Thule by the U.S.A.F.

(Secretary's memorandum Document ND-121 dated February 2, 1955).

38. Mr. Wershof said the External Affairs representative at the Joint Arctic Weather Stations Conference had suggested that it might be possible to reduce the number of people attending. The operation of the stations had become more routine in nature.

39. Mr. McTaggart-Cowan explained that there were a large number of delegates because the activities centered around the joint Arctic weather stations covered a wide field. It was hoped however to reduce the attendance next year.

40. The Committee noted the report on the 1955 Joint Arctic Weather Stations Planning Conference.

IX. Items of General Interest

(a) January Session of the Council of the Northwest Territories (Unclassified)

41. Mr. Robertson reported that the first session of the Council of the Northwest Territories since the election last fall had been held in Ottawa from January 17 to January 27. The most controversial point had been

whether Eskimos should be allowed to buy liquor and it had been decided that this would be permitted to those Eskimos who were earning wages and who no longer followed the traditional Eskimo way of life. It had also been decided to request a revision of the taxation agreement between the Northwest Territories and the federal government.

(b) Appointment of Vocational Training Officers in the Northwest Territories (Unclassified)

42. The Secretary reported that the Department of Northern Affairs and National Resources had recently appointed a Vocational Training Coordinator to supervise the department's vocational training programme in the Northwest Territories. It was hoped to establish vocational training centres at Aklavik, Yellowknife, and Frobisher Bay; in the meantime selected students would be sent outside for training.

43. Two Eskimos from Aklavik had been sent to Toronto recently for training in the operation of heavy earth-moving equipment at the manufacturer's plant. Within the Territories a number of girls were receiving nurses'-aid training at the Fort Smith hospital, and local courses were being given in carpentry and mechanics at Aklavik.

(c) CPA's Arctic Air Route from Vancouver to Amsterdam (Unclassified)

44. The Secretary reported that on January 21 the Cabinet had approved an application of Canadian Pacific Airlines to operate a weekly air service from Vancouver to Amsterdam. Initially DC 6-B aircraft would be used. There would be only one scheduled stop - at Churchill - but Frobisher and Sondre Stromfjord would be used as alternates. Passengers would be loaded at Vancouver and Amsterdam only.

(d) Missing Eskimo in Hudson Bay (Unclassified)

45. The Secretary reported that early in January a party of 15 Eskimo seal hunting at the floe edge near Cape Smith on the east coast of Hudson Bay were carried out to sea when the ice broke off. A search was carried out by the R.C.A.F. for several days. After two weeks the party walked home safely, the ice having been carried in to shore again some miles away. All the party were well. Episodes of this sort occurred frequently and were accepted by the Eskimo as a dangerous but inevitable result of hunting at the floe edge.

(e) Dr. R. C. Wallace (Unclassified)

46. The Secretary reported that Dr. R.C. Wallace, Executive Director of the Arctic Institute of North America and formerly Principal of Queen's University, had died on January 28.

X. Other Business

(a) Snow Compaction Tests (Secret)

47. General Foulkes reported that the Directorate of Engineer Development had carried out trials on snow compacted airstrips in 1952 and 1953 in conjunction with the Corps of Engineers, U.S. Army, and the Bureau of Docks, U.S. Navy. Information on compaction of the airstrips would be distributed for the information of the members of the Committee (attached as Appendix C). Additional copies could be obtained from the Directorate of Engineer Development.

(b) Security Regulations for the District of Franklin (Restricted)

48. LCdr. Beveridge reported that on the advice of the Department of National Defence the Security Panel had abolished the security regulations for the District of Franklin. The security regulations now in force in the north were the same as those which applied to any other part of Canada.

XI. Date of Next Meeting

49. The Committee agreed to meet at 2:30 p.m. on Monday, March 7, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
February 16, 1955.

24. The twenty-fourth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, March 7, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes; Chairman; Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
General A.G.L. McNaughton, Chairman, Canadian Section P.J.B.D.

LCdr A.A. Beveridge, representing the Secretary to the Cabinet.
Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs,
Mr. G.W. Stead, representing the Deputy Minister of Finance,
Mr. J.R. Kirkconnell, representing the Deputy Minister of Mines and Technical Services,
A/V/M J.L.E. de Niverville, representing the Deputy Minister of Transport,
Dr. N.B. Hutcheson, representing the President of the National Research Council,
Col. G.M. Carrie, representing the Chairman, Defence Research Board

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughead, Department of National Defence.
G/C E.C. Poole, Department of National Defence (R.C.A.F.).
Mr. Andrew Thomson, Department of Transport.
Mr. W.H. Barton, Department of External Affairs.
Mr. F.J.G. Cunningham, Department of Northern Affairs & National Resources.
Mr. C.J. Marshall, Department of Northern Affairs & National Resources.

I. (a) Progress of Early Warning Lines

(i) Distant Early Warning Line (Secret)

1. General Foulkes introduced Mr. G. Y. Loughead of the Deputy Minister's staff, Department of National Defence, who had recently been appointed Canadian Co-ordinator for the D.E.W. line.

2. Mr. Loughhead said that at a meeting of deputy ministers of departments concerned with the D.E.W. line the need for co-ordinating Canadian interests had been discussed. A co-ordinating committee had been formed with representatives from all interested departments and the first meeting had been held.

The present status of D.E.W. line activities was as follows:

- (1) The agreement between Canada and the United States on the construction of the D.E.W. line was still under discussion. At present the Canadian reply to certain changes suggested by the United States was being studied in Washington.
- (2) The proposed order-in-council waiving Customs and Excise duties was not yet in effect but supplies for the D.E.W. line were being brought into Canada without hindrance under temporary arrangements made by the Department of National Revenue (Customs and Excise).
- (3) The U.S. Military Sea Transportation Service had enquired about the availability of Canadian commercial shipping to assist in the sealift for the eastern portion of the line during the summer of 1955, and had agreed to furnish their specific requirements. This was being studied by the Canadian Maritime Commission and the Department of Transport.
- (4) The Department of Northern Affairs and National Resources now had three representatives in the field to assist in the approval of sites. A detailed plan showing the proposed location of each site to within a mile or two had been received from the Western Electric Company.
- (5) The formal contract between the Western Electric Company and the U.S.A.F. for the construction of the line had not yet been signed, and the company was operating under a Letter of Intent.
- (6) The Department of Defence Production was satisfied that Canadian contractors were being afforded reasonable opportunity to bid on all items which they were likely to be able to supply.

- (7) The Department of Transport was prepared to assist in providing additional meteorological services at times when there would be a great deal of flying.
- (8) Plans for the buildings at the stations had been prepared in the United States and were being studied by the R.C.A.F. While these buildings appeared to be satisfactory they differed in design from those normally used in north Canada.
- (9) Various departments of the Canadian Government were being asked to indicate the accommodation

3. A/V/M de Niverville said a letter was being sent to the Secretary of the Treasury Board indicating the additional cost which would be incurred by the Department of Transport in connection with the D.E.W. line during the summer. The Department of Transport would attempt to meet all requirements, but owing to a shortage of trained personnel would like to be authorized to accept a U.S. offer to provide two forecasters during the spring.

4. General Foulkes said the Ministers of Trade and Commerce and External Affairs had expressed satisfaction with the United States approach to the building of the line. There appeared to be no reason why the Department of Transport should not accept the U.S. offer of two forecasters on a temporary basis. All arrangements now being made applied only to the construction period. Conditions for the operation and maintenance of the line were at present under study.

5. Mr. Loughhead suggested that the matter of additional expense incurred by departments as a result of Distant Early Warning line activities should be discussed directly by the departments concerned with officials of the Treasury Board.

6. Colonel Carrie referred to the statement in the minutes of the twenty-third meeting that the scientific programme of H.M.C.S. "Labrador" had been cancelled in order that she could take part in the sea supply of the D.E.W. line. The minutes should have read that the scientific programme was being modified.

7. The Committee noted

- (a) the report on the progress of the D.E.W. line;

- (b) that the scientific programme of H.M.C.S. "Labrador" was being modified as a result of the plans for the sea supply of the D.E.W. line;

and agreed that

- (a) there appeared to be no reason why the Department of Transport should not accept the U.S. offer of two forecasters on a temporary basis to assist with the additional meteorological services required for D.E.W. line activities;
- (b) there should be a report on the progress of the D.E.W. line at each meeting of the Committee.

(ii) Mid-Canada Line (Secret)

8. G/C Poole reported that the configuration of the Mid-Canada line had not changed from that approved by the Cabinet Defence Committee in September 1954. The section of the line from Hudson Bay west was not expected to cause serious difficulties. Present plans called for eight major stations at Hopedale, Knob Lake, Great Whale River, Winisk, Amery, Cranberry Portage, Waterways, and Dawson Creek, and 90 to 100 secondary stations. Along the west shore of Hudson Bay the line might be moved further inland. Supplies were being assembled at marshalling yards at railheads and prepared for moving forward to the individual sites as soon as these had been definitely located. Except for Hopedale where there was already a Pinetree station, the major stations would each cost approximately \$6,000,000 and be manned by 140 to 180 personnel, while the smaller stations would each cost approximately \$600,000. A 4,000-ft. airstrip at Great Whale River was now serviceable and an airstrip would be built at Winisk. The iron ore company's airstrip at Knob Lake would be used if it could be brought up to D.O.T. standards. Under present plans the Mid-Canada line would be a warning system only, but allowance was being made for the probable future requirement for equipment that would also provide aircraft control. It was hoped to meet the target date of January 1, 1957, for the completion of the line, and costs were not out of line with original estimates. The United States was considering using the Mid-Canada line stations at Dawson Creek, Flin Flon, and Knob Lake as relay points for D.E.W. line communications in place of Hay River, Churchill, and Goose Bay. The Mid-Canada line, the D.E.W. line, and the Pinetree chain would be operated as an integrated air defence system.

9. The Committee noted the report on the Mid-Canada line.

(b) U.S. Polar Basin Expedition (Confidential)

10. Commissioner Nicholson reported that the Stanwell-Fletcher Expedition had recently spent some time at Churchill on a preliminary trip to their flight to the Pole. Reports on the expedition's organization and equipment received from the R.C.M.P. detachment at Churchill were unfavourable, and the R.C.M.P. had therefore decided against sending a representative with the expedition.

11. Mr. Rowley said he understood that Mr. Stanwell-Fletcher now planned to hire commercial aircraft for establishing and supporting the polar party. There were doubts whether the expedition would actually set out.

12. General Young said that the expedition might involve the Canadian Government in a costly search and rescue operation. If possible steps should be taken to discourage the expedition from starting unless there was reasonable assurance that they were capable of carrying out their plans.

13. Mr. Robertson stated that it was not possible under the terms of the Northwest Territories Scientists and Explorers Ordinance to prevent Mr. Stanwell-Fletcher from making the trip if he wished. Permission had however been granted for the expedition to use National Defence facilities and fuel en route and this permission might be withdrawn until the Canadian Government was satisfied that the expedition was properly organized. He would discuss this with the Deputy Minister of National Defence.

14. The Committee noted that

- (a) the R.C.M.P. would not send a representative on the U.S. Polar Basin Expedition;
- (b) the Deputy Minister of Northern Affairs and National Resources would discuss with the Deputy Minister of National Defence whether permission for the expedition to use National Defence facilities should be withdrawn.

II. Report of the Administration Sub-Committee (Secret)

15. Commissioner Nicholson said the Administration Sub-Committee had recently held two meetings at which the administrative implications of the D.E.W. line had been discussed. It was obvious that the whole administrative pattern in the north would be altered by the presence of the

line. It was not possible at the present time to anticipate all the problems which would arise but departments should be prepared to meet these difficulties as they appeared.

(Memorandum from the Chairman of the Administration Subcommittee Document ND-122 dated March 2, 1955)

16. Mr. Robertson said the Department of Northern Affairs and National resources was establishing a vocational training centre at Frobisher Bay. The training received by the Eskimo would make it possible for many of them to be usefully employed in connection with the D.E.W. line. Instructions had been prepared for the department's field representatives dealing with criteria for approving D.E.W. line sites, employment of Eskimo, and regulations for the protection of wildlife. Copies of these instructions were being sent to R.C.M.P. detachments in the areas near the D.E.W. line. A copy could be distributed with the minutes for the information of the Committee (attached as Appendix A). A letter had been sent to the Western Electric Company detailing restrictions for the protection of wildlife and another letter would be sent shortly dealing with measures to protect the health and welfare of the Eskimos.

17. Mr. Wershof suggested that, if proper co-operation were not received from the contractors, the matter should be brought to the attention of the Western Electric Company. The agreement between Canada and the United States on the construction of the D.E.W. line would probably be signed in two or three weeks. In the meantime the Department of External Affairs would discuss the declassification of the agreement with the United States in order that it could be made public shortly after it was signed

18. Mr. Cunningham said he had recently received a report stating that a representative of the Northern Construction Company had been at Coppermine and had offered to employ all Eskimos willing to work.

19. Mr. Rowley pointed out that many provisions of the Canada-U.S. agreement such as those relating to the Eskimos did not appear to be known to the contractors.

20. General Foulkes suggested that instructions for the contractors should be prepared at once referring to the provisions in the agreement of concern to them.

21. Mr. Barton considered it might be useful to provide federal employees in the field with information on the nature and purpose of the D.E.W. line,

so that they could understand the activity which was taking place. This information could be prepared for release after the Canada-U.S. agreement had been concluded.

22. Mr. Robertson suggested that the Canadian Co-ordinator for the D.E.W. line and the Secretary, A.C.N.D., might prepare the information for employees in the field.

23. The Committee noted the report of the Administration Sub-Committee and agreed that

- (a) instructions for the contractors should be prepared based on the provisions of the U.S. agreement;
- (b) information on the D.E.W. line should be prepared for distribution to federal representatives in the field after the Canada-U.S. agreement had been concluded.

III. Reservation of Land in the North (Confidential)

24. Commissioner Nicholson reported that the Administration Sub-Committee had recently considered the problem of reserving land in the north. The Lands Division of the Department of Northern Affairs and National Resources was responsible for the administration of lands in the Yukon and Northwest Territories and had suggested an informal arrangement for reserving land for government departments. Though the total area of the north was great, desirable land was often limited. To avoid confusion there should be some method of regulating its use. If the system suggested by the Lands Division were adopted it should be made retroactive and all departments should be requested to notify the Lands Division of land they were already occupying.

(Secretary's memorandum Document ND-123 dated March 2, 1955).

25. Mr. Robertson said it was clearly desirable to have some arrangement for reserving land in the north and the suggested procedure seemed a simple and effective one. To give the procedure the full authority of the government, so as to ensure compliance by all departments both in future and retroactively, the Minister of Northern Affairs might submit a Memorandum to the Cabinet asking that the scheme be approved.

26. The Committee agreed to recommend the adoption of the procedure for reservation of land in the north and noted that it would be submitted to the Cabinet.

IV. Northwest Highway System (Confidential)

27. Mr. Robertson said that on the recommendation of the A.C.N.D. the Cabinet had agreed in March 1954 that the Department of National Defence should be relieved of the responsibility for the Northwest Highway System and that the Department of Public Works should examine the situation and recommend the authority which should ultimately be responsible for maintenance.

(Secretary's memorandum Document ND-124 dated March 2, 1955).

28. General Young reported that following examination of the highway by the Department of Public Works last summer it had been recommended that a cost accounting study be made to determine the cost of operating the highway by the Department of Public Works. The Treasury Board had been asked for approval of the personnel required to carry out this study, and this request was still under consideration. There was now some question as to whether or not the Department of National Defence should be relieved of the responsibility for the highway. On March 8 he was meeting with the Chairman, Chiefs of Staff, and the Secretary of the Treasury Board to discuss the future of the highway. If the Department of National Defence were to be relieved of the responsibility and if it were decided that this would be assumed by the Department of Public Works, the cost accounting study would not be necessary.

29. General Foulkes said the Northwest Highway System had no special military significance and it seemed desirable that its maintenance should be the responsibility of some agency more concerned with the development of the region than the Department of National Defence.

30. General McNaughton considered that since the Army had assumed heavy commitments abroad it should no longer maintain the highway. This had become primarily a civilian interest and should be the responsibility of a civil department.

31. The Committee noted the report on the Northwest Highway System and agreed that the matter should be discussed again at the next meeting.

V. 1955 Construction Programme in the North (Confidential)

32. General Young explained that each year the Construction Sub-Committee prepared a summary of all government construction in the north for the forthcoming season. When possible responsibility for supervision of all federal construction in any settlement was delegated to a single department. The 1955 building programme contained 181 items at an approximate cost of \$14,000,000 as compared to 137 at a cost of \$7,000,000 in 1954. Most of this increase could be attributed to nine or ten major projects.

(Secretary's memorandum Document ND-125 dated March 2, 1955).

33. Mr. Robertson noted that the Department of National Defence (AF) was planning to build a large number of married quarters at Whitehorse. The Department of Northern Affairs and National Resources intended to house its personnel in the new development across the Yukon River, and might by 1956 be able to transfer its houses in Upper Whitehorse to some other government department.

34. The Committee noted the report on the 1955 construction programme in the north.

VI. Fires in the North (Unclassified)

35. Mr. Robertson said that at the nineteenth meeting of the A.C.N.D. held on 31 May 1954, a number of fires had been reported and the Construction Sub-Committee had been asked to consider fire prevention measures in the north. A survey conducted during the summer had disclosed many unsatisfactory conditions in the Mackenzie District and they were probably no better elsewhere in the north. The appointment of a territorial fire marshal, the establishment of standards, and the provision for inspection should help to improve the situation.

(Secretary's memorandum Document ND-126 dated March 2, 1955).

36. Mr. Cunningham said that if the National Building Code was adopted for use in the north it would be adapted to meet northern requirements. There were provisions within the Code for such modifications.

37. A/V/M de Niverville reported that following discussion of fires in the north at the A.C.N.D. the Department of Transport had instituted fire prevention training. Courses were held at Uplands and Toronto for all employees being posted to the north. There would also be an inspection each year of all stations for fire hazards.

38. The Committee noted the report on fires in the north.

VII. Membership - Deputy Minister of National Health (Unclassified)

39. Mr. Robertson said many of the problems discussed by the A.C.N.D. were of interest to the Department of National Health and Welfare particularly since the Northern Health Service had been initiated. It seemed advisable therefore that the Deputy Minister of National Health should become a member of the Committee.

40. The Committee agreed that the Committee should be increased by the addition of the Deputy Minister of National Health.

VIII. Items of General Interest:

The Secretary reported the following items of general interest:

(a) Forced Landing of R.C.M.P. Otter Aircraft Near Ennadai Lake (Restricted)

41. On Tuesday, February 22, an R.C.M.P. Otter aircraft left Churchill for Ennadai Lake with a crew of three and four passengers. The aircraft failed to reach Ennadai and was missing for nearly two days before it was found about 30 miles from Ennadai. It had landed as it could not locate the settlement owing to drifting snow. The weather was cold and so much fuel had been needed to keep the party warm that the aircraft could not take off when the weather improved. The aircraft was undamaged and was able to take off as soon as fuel had been provided. All members of the party were safe.

42. Commissioner Nicholson said the pilot had filed a flight plan before leaving Churchill but it had apparently not been received at Ennadai, with the result that the radio beacon had gone off the air before the aircraft had reached Ennadai.

(b) Missing Party between Cape Dorset and Frobisher Bay (Unclassified)

43. In the middle of January the Hudson's Bay Company clerk at Cape Dorset set out with an Eskimo guide to travel overland to Frobisher Bay, a journey of about 300 miles. When the party was overdue at Frobisher an air and then a ground search were carried out without success. Approximately forty-seven days after they had set out the two travellers had arrived back at Cape Dorset. They had become completely lost for several days and finally decided to return home. Neither suffered any serious effects*

(c) Exhibitions of Eskimo Carving in the United States (Unclassified)

44. The Department of Northern Affairs and National Resources was sponsoring a series of exhibitions of Eskimo carvings in the United States. Some hundred pieces were shown in New Orleans from February 6 to 23, and would be in Chicago from March 3 to 28, in Seattle from April 10 to May 1, and in San Francisco from May 12 to June 12.

(d) Fire at Resolute Bay (Restricted)

45. At 2200 hours on February 11 fire broke out in the building housing the steam heating plant and water storage facilities at the R.C.A.F. station at Resolute, causing approximately \$65,000 worth of damage. Emergency heating had been provided by aircraft engine heaters and space heaters had now been flown in. It would probably be some time during the summer before a new heating plant could be installed. The cause of the fire was not yet known.

IX. Other Business (Secret)

46. General Foulkes reported that the United States Government was working on the development of small thermonuclear reactors which could be used to produce both heat and power. They had stated that when the reactors were available they would like to test them at stations on the D.E.W. line.

47. The Committee noted that the United States were developing small thermonuclear power plants which might be tested at D.E.W. line stations.

X. Date of Next Meeting

48. The Committee agreed to meet at 2:30 p.m. on Tuesday, April 12, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 15, 1955.

Appendix

CONFIDENTIAL

INSTRUCTIONS FOR NORTHERN SERVICE OFFICERS REPRESENTING THE DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES ON CONSTRUCTION OF THE DISTANT EARLY WARNING LINE

1. The Department of Northern Affairs and National Resources will have a representative in the north who will attach himself to the general superintendent for the Foundation Company of Canada, who are constructing the eastern portion of the DEW line, and another representative who will attach himself to the headquarters of the general superintendent of the Northern Construction Company, who are constructing the western portion of the line. It may be necessary to send additional representatives if subsidiary headquarters are established by either company without adequate means of intercommunication or if the volume of work is too much for one man with each company. It may also be necessary to have a representative with Spartan Air Services.

Criteria for approving DEW line sites

2. The Canada-United States agreement on the DEW line provides that all sites must be approved by the Department of Northern Affairs and National Resources.

(a) The Northern Service Officers with the Foundation Company and the Northern Construction Company are to give local and immediate approval on behalf of the department of sites in respect of which there appears to be no objection from the point of view of existing installations, Eskimo villages, hunting or fishing camps, burial grounds, archaeological sites, or

important game considerations. On giving approval locally a report is to be made immediately by fastest means to the Arctic Division.

(b) Any site selected, or likely to be selected, in which any of the considerations mentioned in paragraph (a) or any other significant objections are involved, is to be referred by the fastest means to the Arctic Division with full information, a statement of alternative sites, and recommendations.

Employment of Eskimos

3. All arrangements for the employment of Eskimos are to be made through the representative of the Department of Northern Affairs and National Resources. Basic wages for unskilled work are to be \$1.25 per hour. Any Eskimo employed in a skilled or semiskilled category in which he has become fully competent is to be paid the same wages as other persons on the job receive for that class of work. While learning a skilled or semi-skilled job and until he has become fully competent, an Eskimo may be paid at the basic unskilled rate or at an intermediate rate. Overtime is to be paid on the same basis as for other employees.

4. Every reasonable opportunity is to be taken to have Eskimos medically examined before engagement. When this is not possible the Northern Service Officer will approve only those apparently well and strong enough for the work.

5. Subject to paragraph 6, whenever possible, Eskimos selected for employment should be young, single men, and it should be suggested to them that they may make more rapid progress in learning if they work at sites away from their own localities. When this is done they are to be accommodated with board and lodging in the same way as other men on the job.

6. In the case of married men, if satisfactory arrangements for the livelihood of their families can be made during their absence, they may, if they so desire, be given employment at sites away from their own localities, as in the case of single men. When families cannot be assured of a livelihood during such an absence by the man, because of the loss of his hunting skills or for other reasons, he is not to be employed away from his locality.

7. When a man can provide for the livelihood of his family but requires to live with them, he may be employed near his home and his family permitted to live near the camp. It may be necessary in some cases to arrange part-time work for some men in this situation so that they have a day or two per week for hunting.

8. The Northern Service Officer is to bear in mind that his primary responsibility is toward the Eskimos. Considerations of their welfare are to be dominant at all times. Only Eskimos who wish to be employed are to be engaged and only for such periods and in such locations as are suitable and acceptable to them. Attention is directed to paragraph 16 which deals in part with employment of Eskimo. Northern Service

Officers are to have constant regard to arranging continuous employment for only such numbers of Eskimos as it seems likely will continue to be employed after the construction phase is over - either on the DEW line itself or on other operations for which the training they get will make them suitable. If our Officer is in doubt, in this connection, at any time, he should seek the advice of the Arctic Division.

9. The construction companies are to provide food for Eskimo employees in the same way and under the same conditions as for other employees. When no other sources of supply exist the construction companies are also to provide, in exchange for fair payment, food, fuel and other reasonable supplies required for the families of Eskimo employees.

10. Employed Eskimos with families who show a competence in and express a desire to continue wage employment may be assisted to construct dwellings of as good a quality as possible. Surplus lumber should be stockpiled and only allocated as directed by the Northern Service Officer for approved building purposes of this type. For families who continue in employment in the operational phase consideration will be given at a later time to providing suitable permanent housing either by arrangements with the employer or through the Eskimo Loan Fund.

11. The construction companies will set up accounts for each of their Eskimo employees into which wage credits may be paid. These credits will be the balances after proper deductions have been made, including those for canteen accounts. The representative of the Department of Northern Affairs and National Resources in the field will set a monthly limit on the canteen issues for each Eskimo in the light of his wishes, family responsibilities, et cetera. The Eskimo may draw on his account at any time if he wishes to make purchases elsewhere, and the Northern Service Officer should be advised. On request at any time, but in any case at the end of the period of employment, or at the end of the construction job, whichever is sooner, the company will report the balance in each Eskimo account to the Arctic Division and request instructions as to whether it should be discharged in cash or placed to the credit of the Eskimo concerned in a bank account or his account with a trading company.

General

12. The contractors will prohibit non-Eskimo employees from visiting Eskimo villages, houses, or tents, or having other close contact with Eskimo other than project employees, since this is dangerous to health and often an inconvenience to the Eskimos. The contractors will also prohibit Eskimos, other than those employed on the project, from visiting buildings in the contractors camps. Exceptions may be made in special cases by a representative of the Department of Northern Affairs and National Resources.

13. Under the provisions of the Dog Ordinance the Commissioner of the Northwest Territories is defining each DEW line station area as an area in which no owner will

permit a dog to run at large. Northern Service Officers are to explain to the Eskimos the provisions of the Dog Ordinance and try to ensure that dogs do not create a nuisance.

14. Each Northern Service Officer on the DEW line is being appointed a Game Officer, a Fur Export Officer, a Commissioner for Oaths and a Coroner, so that he may be in a position to act in these capacities from time to time. Primary responsibility for enforcement of laws and regulations is with the members of the RCMP. Northern Service Officers should avoid admonishing individuals or entering into controversies concerning laws and regulations. Their role is to facilitate, to expedite, and generally to help with the work. Willingness on the part of others to cooperate is to be assumed at all times and is to be unfailingly offered by the Officer himself. At the same time, it is the duty of each Officer to observe whether the conditions relating to the construction of the DEW line, or other arrangements made with the contractors, are being carried out. If they are not, deviations are to be pointed out to the parties involved and an effort made to secure corrections. Any failure to achieve correction is to be reported to the Arctic Division at once.

15. Cooperation with members of the RCMP is especially important. Copies of these instructions are being sent to the Commissioner of the RCMP for communication to all RCMP posts connected in any way with the DEW line so that they may know the basis on which our Officers will be working. The Commissioner has stated that members of the force will be ready to act on behalf of the Northern Service Officers in any capacities in which their assistance will be helpful, such as for specific problems connected with the employment of Eskimos or in any other way. Northern Service Officers should advise the members of the RCMP as fully as possible of matters on which they are working or of any problems in which the RCMP will have an interest or be able to help.

16. RCMP officers, with their knowledge of local areas and individuals, will often be able to advise as to Eskimos whose employment is or is not desirable. They should be consulted whenever possible. Through such consultation, and otherwise, Northern Service Officers should endeavour to avoid placing in employment individuals who are not likely to be suited to it and who are in a position to secure a satisfactory livelihood from hunting and trapping. The cooperation of the RCMP should also be sought in discouraging Eskimos from congregating around DEW stations unless they are regularly employed there.

17. Northern Service Officers may have occasion to seek the assistance of post managers of the Hudson's Bay Company from time to time. The managers will frequently have an intimate knowledge of the Eskimos in their area and their views and assistance may often be very helpful. The H.B.C. is prepared to direct their managers to act on behalf of Northern Service Officers for particular purposes if required.

18. The Northern Service Officers are to be provided with accommodation and transportation by the contractors throughout the area. The amount of time which should be spent at each site and the frequency of visits will depend on the nature and extent of the problems there. Frequent visits are desirable whenever Eskimo are employed.

19. Frequent reports are to be made to the Arctic Division. They may be made at any time but more than two weeks should never elapse between reports. Names and family particulars including age of Eskimos employed on DEW line are to be furnished.

20. The contractors are being notified of restrictions necessary to preserve wildlife. A copy of the letter to the Western Electric Company stating these restrictions is attached.

Appendix

Ottawa, 18 February, 1955.

Vincent W. Farley] Esq.,
Legal & Patent Divisions
Western Electric Co. Inc.,
195 Broadway;
New York 7; N.Y.,
U. S. A.

Dear Mr. Farley:

The proposed route of the D.E.W. line passes through country which is of very great importance to wildlife. The breeding areas of many species may be seriously affected and unless there are effective measures to prevent all hunting and any unnecessary interference with game, the introduction of a considerable white population into this area will have far-reaching effects of a most serious nature, both on the game and on the Eskimo who depend on the game for their food. The greater part of the area has for many years been a game preserve where hunting and trapping are forbidden to all except Eskimo.

Copies of the Northwest Territories Game Ordinance and Regulations have been forwarded to the Western Electric Company. Under these the hunting and molesting of game in any way is prohibited and the agreement on the D.E.W. system will restrict leave and travel facilities in the north. As you will understand however it is extremely difficult to enforce the game regulations in so large an area and often a

great deal of damage is done unwittingly. For instance repeated “buzzing” of herds of caribou or walrus can destroy a herd as effectively as unrestricted hunting. I would be very grateful therefore if the contractors employed by the Western Electric Company could be instructed to observe the following restrictions:

1. No private firearms may be taken into the north or used in the north by personnel employed in any way in connection with the D.E.W. system.
2. A single rifle for safety purposes may be held at each station under the direct control of the man in charge of the station. It should be kept under lock and key. Twenty rounds of ammunition only should be held at each station.
3. Keeping dogs at the stations should be discouraged.
4. Game must not be molested by aircraft by unnecessary low flying, or by “buzzing” animals.
5. Game must not be molested by vehicle or boat.
6. The establishment of vehicle tracks outside the immediate area of any camp is to be avoided, except for a track from one station to the next when this is essential, and along access routes to water supply or beach landing areas.
7. Licences permitting sport fishing with rod and line may be purchased from any R.C.M.P. detachment or the Department of Fisheries in Ottawa.

Yours sincerely,

(sgd.) R. G. Robertson,
Deputy Minister.

P.S. With regard to items 1 and 2 above, I should make it clear that these are not intended to limit in any way the carriage of rifles on aircraft as a part of survival equipment only.

(sgd.) R. G. Robertson.

25. The twenty-fifth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Tuesday, April 12, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Dr. O.N. Solandt, Chairman, Defence Research Board,
Mr. Laval Fortier, Deputy Minister of Citizenship and Immigration,
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys.

LCdr. A.A. Beveridge, representing the Secretary to the Cabinet.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
A/V/M J.L.E. de Niverville, representing the Deputy Minister of Transport.
Dr. H.A. Proctor, representing the Deputy Minister of National Health.
Mr. W.H. Barton, representing the Under-Secretary of State for External Affairs and the Chairman, Canadian Section, P.J.B.D.
Mr. R.F. Legget, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughead, Department of National Defence.
G/C E.C. Poole, Department of National Defence (R.C.A.F.).
Mr. P.D. MoTaggart-Cowan, Meteorological Division, Department of Transport.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. R.A. Vincent, Department of Northern Affairs and National Resources,

I. Business Arising Out of the Minutes of the 24th Meeting:

(a) Progress of Early Warning Lines

(i) Distant Early Warning Line (SECRET)

1. Mr. Loughead reported on the progress of the Distant Early Warning line, covering the following points:

- (a) The statement of conditions governing the construction of the line was still under discussion with the United States.
- (b) The Military Sea Transportation Service was planning to use seventeen Victory ships on the sealift, ten on the Atlantic side and seven on the Pacific. All ships bound for Canada would be manned by either U.S. Navy or U.S. Civil Service personnel. The Atlantic convoy would call at Halifax where all cargo would be sorted and loaded so that all the freight for each site would be together. Lightering and loading would be the responsibility of the Foundation Company. It appeared likely that the requirements of the Canada Shipping Act and the British Commonwealth Agreement on Coastal Trading would be waived for this operation this year. Cargo for the Pacific convoy would be sorted and loaded at Seattle.
- (c) The Department of Northern Affairs and National Resources had approved the general areas proposed for the sites with two exceptions; in these two cases the possibility of alternatives was being studied by the Western Electric Company.
- (d) A number of names given to sites did not correspond with authorized Canadian forms. The correct names were being supplied to the Western Electric Company.
- (e) A U.S. commercial transport company, Alaska Freight Lines, had made a winter road across the north of the Yukon Territory to the Arctic coast to supply D.E.W. line stations. The attention of the Western Electric Company had been drawn to the fact that this had been done without the knowledge of the Canadian Government and a statement of their intentions regarding this winter road had been requested.

- (f) The airlift was causing some concern as it was falling behind schedule. The U.S.A.F. had established an office in Montreal with the Foundation Company to co-ordinate U.S.A.F. participation in the airlift. Eight C124 aircraft from the U.S.A.F. were based at Churchill, seven at Edmonton, and seven at Mont Joli. Arrangements were being made for three DC4 and five C46 aircraft from the Flying Tigers, a U.S. commercial air freight organization, to work for Maritime Central Airways.
- (g) The U.S.A.F. had instructed the Western Electric Company to plan the rearward communications so that sector control stations on the Mid-Canada line would be used as relay stations; this would assist in the integration of the two lines.
- (h) The Western Electric Company had said informally that oil samples from Norman Wells had proved satisfactory in tests for use as diesel fuel.
- (i) The airfield at Norman Wells would be operated by the R.C.A.F. until the spring airlift operations for the D.E.W. line had been completed.
- (j) The R.C.A.F. was providing increased search and rescue facilities and had established Otter aircraft at Coral Harbour and at Yellowknife.
- (k) A draft instruction on security was being prepared by the Department of National Defence.
- (l) There would be approximately 100 men in the construction crews at each main station, 65 at auxiliary stations, and 55 at intermediate stations.

2. Mr. Robertson explained that the condition on restoration of sites was delaying the agreement. New wording had been suggested and was now being studied in Washington. If accepted this condition would be covered in a collateral exchange of notes and would not form part of the agreement.

3. A/V/M de Niverville said that an Air Services inspector had reported from Mont Joli that the capacity of the aircraft based at the airfield was being only partially used. This was apparently because aircraft were held for a considerable time waiting for a full load for their destinations. At present

therefore the commercial air carriers were not delaying the delivery of freight to the sites. At Edmonton the use of C124 aircraft was endangering the runways which were beginning to crack, and it might be necessary either to restrict loads or to use Namao instead. At Norman Wells the Department of Transport had first arranged for the Imperial Oil Company to operate the airfield, but the company was now unwilling to do this owing to the large D.E.W. line commitment. The Department of Transport did not have personnel immediately available for the task but would take it over when the main spring airlift had been completed. In the meantime the R.C.A.F. had agreed to continue to operate the airfield.

4. The Committee noted the report on the Distant Early Warning line.

(ii) Mid-Canada Line (Secret)

5. G/C Poole reported that owing to their D.E.W. line commitments Maritime Central Airways had been unable to supply the number of DC3 ski-equipped aircraft necessary for delivery of fuel to various lakes in Ungava. This fuel was needed for helicopter operations during the summer in connection with siting Mid-Canada line stations. The R.C.A.F. had therefore had to supply three DC3 aircraft but it appeared likely that the task would not be completed and this might delay the construction of the line. The U.S.A.F. was being asked to supply a helicopter squadron for work during the summer in the sector between Flin Flon and Dawson Creek. The contractors had been instructed, through the management contractor, to use Indian labour where this was available and to be sympathetic to the Indians' problems.

6. A/V/M de Niverville suggested that if Maritime Central Airways required extra aircraft they might apply to bring them in from U.S. agencies.

7. The Committee noted the report on the Mid-Canada line.

(b) U.S. Polar Basin Expedition (Confidential)

8. The Secretary reported that the latest information was that the expedition intended to proceed with the journey to the Pole in April. The party had been reorganized and a Dr. Swanker was now apparently taking the main responsibility for arrangements. The sponsors of the expedition were said to include the United States Rubber Company, Bendix Aviation Company, Longines-Wittnauer Company, and General Textile Mills, while the U.S. Weather Bureau and the Scripps Institute of Oceanography were reported to be co-operating. The landing at the Pole would be made with a ski-

equipped Dakota aircraft, and a Loadmaster would be used for supply purposes. The Toronto Star had world rights on the accounts of the expedition, was sending a reporter with it, and had made a substantial money contribution.

9. Mr. Robertson said that, as agreed at the last meeting, he had discussed the expedition with the Deputy Minister of National Defence. It would be difficult at this stage to prohibit the use of National Defence facilities but payment in advance would be required for gasoline.

10. The Committee noted the report on the U.S. Polar Basin Expedition.

(c) Reservation of Land in the North (Unclassified)

11. Mr. Robertson reported that, as agreed at the last meeting, a memorandum had been submitted to the Cabinet recommending the procedure for the reservation of land in the north. This had been approved and instructions would be sent to all departments.

12. The Committee noted that the Cabinet had approved the recommendation on the reservation of land in the north.

(d) Northwest Highway System (Confidential)

13. General Young reported that the future operation of the Northwest Highway System had been discussed with the Treasury Board and the Chairman, Chiefs of Staff. It had been concluded that

- (a) no useful purpose would be served in making a detailed study of costs if the Department of Public Works were in any event to become responsible;
- (b) there was no satisfactory alternative to the Department of Public Works undertaking responsibility for the highway if it were given up by the Department of National Defence;
- (c) major capital expenditures for equipment, new bridges, accommodation, and road relocation, would be necessary;
- (d) the maintenance of the highway might be carried out by contract, thus avoiding heavy capital expenditures for equipment and accommodation.

The matter had been discussed confidentially with the Canadian Construction Association and considerable interest had been shown. The Minister of Public Works would be submitting a paper to the Cabinet recommending that the Department of Public Works takeover responsibility for the highway from the 1 April, 1956, that tenders be called in September 1955 for contracts to maintain the road, and that if the costs were reasonable the highway should be maintained by contract. If the road were to be maintained by the Department of Public Works directly the take-over would last approximately two years. If it were done by contract through the Department of Public Works it should be completed in one year. The highway system would be divided into about five sections for maintenance but a contractor would be able to tender for more than one section. If it were done by contract the Department of Public Works would draw up specifications, would inspect the work, and would be responsible for controlling traffic on the highway.

14. The Committee noted the report on the Northwest Highway System.

(e) Membership - Deputy Minister of National Health (Unclassified)

15. Mr. Robertson reported that the Cabinet had approved the addition of Dr. Cameron to the Committee. He was not able to attend this meeting but Dr. Proctor was representing him.

16. Dr. Proctor reported that the Whitehorse Hospital was proceeding well. The working drawings were completed, tenders would be called for in the near future, and construction should start early in June.

17. Mr. Cunningham reported that the design for the bridge at Whitehorse was almost complete and specifications were being drafted. A contract would soon be let for the materials for the sewer and water system, and tenders were being called for its construction.

II. Loran Station at Cape Christian, N.W.T. (Confidential)

18. Mr. Robertson explained that a report on activities at Cape Christian had last been made about a year ago. The construction had now been completed and the loran station was in operation.

(Secretary's memorandum Document ND-127 dated April 6, 1955).

19. The Committee noted the report on the loran station at Cape Christian.

III. Russian Translation in the Heart of the Arctic (Unclassified)

20. Mr. Robertson said that a Russian translation “In the Heart of the Arctic” had been received from the Defence Research Board and circulated with the Agenda for the information of members.

(Secretary’s memorandum Document ND-128 dated April 6, 1955).

21. The Committee noted the Russian translation “In the Heart of the Arctic”.

IV. Interdepartmental Committee on Northern Agriculture (Unclassified)

22. Mr. Robertson said that the Interdepartmental Committee on Northern Agriculture had recently met to discuss measures for the encouragement of agriculture in the north. A summary of the activities planned had been circulated with the Agenda.

(Secretary’s memorandum Document ND-129 dated April 6, 1955).

23. The Committee noted the report on northern agriculture.

V. Winter Road from Circle, Alaska to the Arctic Coast (Confidential)

24. Mr. Robertson said that a winter road had recently been constructed by Alaska Freight Lines from Circle, Alaska to the Arctic coast. Some information about the road and the equipment being used on it had been circulated with the agenda.

(Secretary’s memorandum Document ND-130 dated April 6, 1955).

25. Commissioner Nicholson said that a message from the R.C.M.P. headquarters at Aklavik had suggested that the road might affect the resiting of Aklavik on the east side of the Delta. As it was a winter road however it could presumably be extended to a site on either side of the Delta.

26. Mr. Robertson pointed out that the likelihood that road communication from the south would first reach the west side of the Delta had been recognized as one of the factors considered in choosing the new site, and that the survey last summer had shown that there were no suitable sites on the west bank.

27. The Committee noted the report on the winter road from Circle, Alaska to the Arctic coast, and agreed that the construction of this road did not warrant reconsideration of the resiting of Aklavik.

VI. Items of General Interest:

The Secretary reported the following items of general interest:

(a) Executive Director of the Arctic Institute of North America (Unclassified)

28. Mr. T. H. Nanning of Ottawa had been appointed Executive Director of the Arctic Institute; taking the place of Dr. R. C. Wallace who died early in the year.

(b) Ice Thickness Measurements at Lake Hazen Ellesmere Island (Confidential)

29. The Northeast Air Command was planning to visit Lake Hazen in Ellesmere Island and possibly some other places in the Queen Elizabeth Islands this month in order to make measurements of ice thickness and snow cover. The Cambridge Research Centre and the Snow Ice and Permafrost Research Establishment were taking part in this investigation. The Defence Research Board was sending an observer.

(c) Spring Air Supply to the Joint Arctic Weather Stations (Unclassified)

30. The spring air supply to the Joint Arctic Weather Stations began on the 6 April and was expected to be completed during the month.

(d) Northern Educational Programme (Unclassified)

31. Mr. Robertson reported that measures were being taken to increase educational facilities in the north. To accommodate school children from the scattered population hostels would be built by the government and operated by the churches. The hostels would be run in association with government-operated schools. Three vocational training schools were also to be established.

VII. Other Business

(a) Government Housing at Whitehorse (Unclassified)

32. Mr. Robertson explained that by arrangement with the Department of National Defence an area had been withdrawn from the National Defence reserve in Upper Whitehorse some years ago. Several government departments had constructed dwellings in this area for their employees. By

the end of 1955 these would total 18 duplexes and 4 single dwellings, providing accommodation for 40 families. Approximately one-third of these houses were the property of the Department of Northern Affairs and National Resources. The decision to build in Upper Whitehorse had been dictated by the absence of sites and facilities in Whitehorse itself. The area now being developed for residential purposes at Whitehorse on the other side of the Yukon River would be more suitable for housing for Department of Northern Affairs and National Resources personnel, as it was closer to the town and would be part of the civilian community. On the other hand it was understood that the Department of National Defence required additional housing for military personnel in Upper Whitehorse. The Department of Northern Affairs and National Resources was therefore proposing to make its housing in Upper Whitehorse available to the Department of National Defence as soon as alternative accommodation had been built in the new area. This would probably be by 30 November, 1956. It was understood that the Department of National Defence was willing to accept this housing. Other civilian departments which now had accommodation in Upper Whitehorse might like to consider adopting a similar course.

33. General Young said that if the Cabinet approved the proposal to maintain the highway by contract) the Army would no longer require accommodation at Whitehorse and the Department of National Defence would presumably no longer have a requirement for additional housing.

34. The Committee noted that the government housing situation at Whitehorse would depend largely on the decision regarding the operation of the Northwest Highway System.

VIII. Date of Next Meeting

35. The Committee agreed to meet at 2:30 p.m. on Monday, May 16, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
April 15, 1955.

26. The twenty-sixth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, May 16, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H. A. Young, Deputy Minister of Public Works,
Dr. O.M. Solandt, Chairman, Defence Research Board,
Mr. J.R. Baldwin, Deputy Minister of Transport,
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys
Dr. G.D.W. Cameron, Deputy Minister of National Health.

Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
Mr. R.F. Legget, representing the President of National Research Council.
Mr. W.H. Barton, representing the Chairman, P.J.B. D.
Inspector W.J. Fitzsimmons, representing the Commissioner, R.C.M.P.
Mr. J.P.B. Ostrander, representing the Deputy Minister of Citizenship and Immigration.
Mr. B.D. Dewar, representing the Secretary to the Cabinets

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughead, Department of National Defence.
G/C E.C. Poole, Department of National Defence (R.C.A.F.).
Mr. P.D. McTaggart-Cowan, Department of Transport.
Mr. A. Watson, Department of Transport.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Dr. H.A. Procter, Department of National Health and Welfare.
Mr. C.L. Merrill, Department of Northern Affairs and National Resources.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 25th Meeting:

(a) Progress of the Early Warning Lines

(i) Distant Early Warning Line (Secret)

1. Mr. Loughead reported on the progress of the Distant Early Warning Line, covering the following points:

- (a) The statement of conditions governing the construction of the Distant Early Warning Line had now been fully agreed by both countries.
- (b) The Western Electric Company was arranging for Spartan Air Services to pass to the Director of Military Survey all air photography, map compilations, and survey data which they obtained. It had been suggested that the original negatives of air photography carried out under the Spartan contract be turned over to the R.C.A.F. at the conclusion of the project.
- (c) Canadian commercial air carriers had all the freight they could handle. In order to meet the full requirement for air freight a number of additional U.S.A.F. aircraft were being used and were stationed as follows:

| | |
|-------------|----------|
| Mont Joli | 9 C-124 |
| Forbisher | 6 C-119 |
| | 1 C-124 |
| Churchill | 11 C-124 |
| Namao | 8 C-124 |
| Edmonton | 8 C-124 |
| Fort Nelson | 7 C-124 |

The objective of the spring airlift had been 9,800 tons of high priority material in each sector. By 10 May 7,400 tons had been delivered in the west and 4,700 in the east. It appeared likely that large aircraft would be able to land on the ice at some sites until 21 May. A shortage of aviation gasoline at Churchill had now been overcome.

- (d) It had been suggested that preliminary planning by the agencies interested in the airlift next year should begin soon.
- (e) Plans and specifications for the main and auxiliary stations had been completed. About three-quarters of the construction company's requirement would be met in Canada.

- (f) The Western Electric Company was conferring with the Department of Mines and Technical Surveys on co-ordination of survey requirements.
- (g) An Order-in-Council was being prepared to waive the normal restrictions on the use of foreign vessels in Canadian coastal trading so that U.S. ships could be used on the sealift.
- (h) A draft policy on the release of information on the D.E.W. line had been agreed between National Defence and U.S.A.F. representatives in Ottawa. It was at present being studied in Washington and in the meantime was being used as a guide by Canadian agencies and contractors.
- (i) Canadian participation in the operation and maintenance of the line was being studied in the Department of National Defence.

2. General Foulkes said it was very desirable to have a definite agreed policy on security as soon as possible. The Department of National Defence wanted to safeguard information on the location of the stations during construction and on the equipment being used, and for this reason was unwilling to allow reporters to visit the sites. If speedy approval of the draft policy were not received from Washington the Department of External Affairs might be asked to assist through the State Department.

3. Mr. Wershof reported that the United States had agreed to the declassification of the Canada-U.S. agreement. The exchange of notes would be tabled in the House of Commons at 2:30 p.m. on Friday, May 20. A supplementary note dealing with the restoration of sites and the use of U.S. military aircraft in Canada on the project would remain classified. The United States had asked for a decision this summer on Canadian participation in the operation of the line and this was being studied in the Department of National Defence. The U.S. was considering the operation of the line by the Western Electric Company under contract subject to Canadian approval. The U.S. would probably want to know whether Canada wished to participate, if not whether Canada would allow a commercial company to operate the line, whether Canada would require a Canadian company or a U.S. company to operate the line, and if a U.S. company would be required to engage Canadian citizens.

4. General Foulkes said the Department of National Defence considered the organization which built the line should be responsible for its initial

operation. If Canada participated in the operation during the first few years it would probably be through financial assistance. The committee of deputy ministers which had considered Canadian participation in the construction of the line last fall might recommend the nature and degree of Canadian participation in the operation.

5. Dr. Solandt agreed that Canada should not take over responsibility for operating the line in the immediate future. The way should be left open to allow Canada to take over the line later if necessary.

6. Mr. Robertson said the sealift this summer would consist of three elements - one supplying the western sector through Bering Strait; one supplying the east coast of Baffin Island; and one supplying the Foxe Basin area in Hudson Bay. Canada would be represented in Foxe Basin by H.M.C.S. "Labrador". As these operations would be in Canadian waters it seemed desirable for Canadian representatives to accompany the task forces. This was least important in Foxe Basin since H.M.C.S. "Labrador" would be operating there.

7. General Foulkes agreed that Canadian representation was desirable to see that the conditions required by the Canadian Government were met and in view of the possibility that Canada might assume responsibility for the sea supply.

8. Mr. Baldwin said the Department of Transport was particularly interested in the eastern sector and would provide at least one observer for the sealift.

9. The Committee noted the report on the progress of the D.E.W. line and agreed in principle that there should be Canadian representatives with the sealift.

(ii) Mid-Canada Line (Secret)

10. G/C Poole reported that the R.C.A.F. was briefing parties of journalists on the Mid-Canada line on May 26 and June 1 and was hoping to adopt a security policy similar to that evolved for the D.E.W. line. Site survey parties would be in the field by June 1 and would start at both ends of the line, working towards the centre. It was expected that siting would take about three months. Air Transport Command had laid twenty-three aviation gasoline caches between Hopedale and Great Whale River. Reports indicated that the tractor train experiments carried out southwest of Hudson Bay in the early spring had been successful. Contracts had been let for the

construction of the seven sector control stations. Much of the supply for the Hudson Bay sector would be by sea through Hudson Strait and consideration was being given to the establishment of bulk fuel' storage at Churchill, which could be supplied by tanker and from which distribution could be made by smaller tanks to storage at Winisk and Great Whale River and thence by barge to individual sites. Information had been obtained about rearward communications planned for the D.E.M. line to tie in with the Mid-Canada line. The communications system proposed by the U.S.A.F. called for several additional U.S. establishments in Canada - at Fort Nelson in the west; at Repulse Bay, Chesterfield, Coral Harbour, Eskimo Point, Chesney, and near Pikwitonei in the centre; and at Cape St. David and Resolution Island in the east.

11. The Committee noted the report on the progress of the Mid-Canada line.

(b) U.S. Polar Basin Expedition (Unclassified)

12. Mr. Robertson said the Stanwell-Fletcher expedition had left New York and had landed at Goose Bay unannounced, intending to proceed north through Southampton Island or Frobisher. The expedition had only one aircraft and did not appear to be well equipped. The R.C.A.F. was unwilling to allow them to go through Southampton Island or Frobisher though they could use Churchill and Resolute. They would be required to pay in advance for fuel.

13. The Committee noted the report on the U.S. Polar Basin Expedition.

(c) Reservation of Land in the North (Unclassified)

14. Mr. Robertson reported that a Cabinet directive based on the memorandum to the Cabinet on the reservation of land in the north had been sent to all departments concerned.

(Secretary's memorandum Document ND-131 dated May 10, 1955).

15. The Committee noted that a Cabinet directive had been issued on the reservation of land in the north.

(d) Northwest Highway System (Confidential)

16. General Young reported that the Cabinet had recently decided that

responsibility for the maintenance of the Northwest Highway System would remain with the Army for the time being.

17. General Foulkes said the Department of National Defence would prepare a long-range programme for the maintenance of the Northwest Highway System in consultation with the other departments concerned for submission to the Cabinet.

18. Mr. Baldwin requested that the programme include maintenance of the feeder roads supplying the airfields of the Northwest Staging Route.

19. The Committee noted that

- (a) the Cabinet had decided that responsibility for the Northwest Highway System would remain with the Army for the time being;
- (b) the Department of National Defence would prepare in consultation with the other interested departments a long-range programme for the maintenance of the Northwest Highway System for submission to the Cabinet. ‘

II. Report of the Aklavik Sub-Committee (Confidential)

20. Mr. Robertson referred to the report of the Aklavik Sub. Committee which had been distributed with the agenda. The report suggested that the Committee ask the Department of National Health and Welfare to obtain authority to proceed with the hospital in order that it would be ready at the new site by the time the population moved.

(Secretary's memorandum Document ND4-132 dated May 10, 1955).

21. Dr. Procter said the Aklavik hospital would be approximately the same size as the new hospital at Whitehorse. If the same plans could be used both time and money would be saved.

22. Mr. Cunningham explained that the Aklavik hospital should be ready for use by the end of 1957. This would mean that construction should begin early next summer and that tenders should be called before the end of 1955. The Department of Northern Affairs would be able to supply men and equipment to assist the Department of Transport in clearing the airstrip.

23. General Young stated that engineering consultants would be retained to assist in planning the townsite, and could if required be available to advise on planning the airfield. The Department of Public Works would arrange for the preparation of detailed plans and specifications for the hospital out of their planning vote.

24. The Committee noted the report on the progress of the resiting of Aklavik and agreed that arrangements for the construction of the hospital should begin as soon as possible.

III. Report of the Transportation Sub-Committee (Secret)

25. Mr. Baldwin reported that a meeting of the Transportation Sub-Committee had been held on May 11. The main subjects discussed had been transportation for the early warning lines, responsibility for transportation in the Western Arctic, Eastern Arctic freight, and use of government aircraft in the north.

(a) Transportation for the Early Warning Lines

26. Mr. Baldwin said that although difficulty had been experienced the D.E.W. line airlift was now proceeding satisfactorily. Difficulties had arisen because the total amount of air freight was greater than anticipated, suitable aircraft had not always been available, and the movement of freight to airfields had been irregular. When the airlift was over it would probably be found that while the total amount of air freight moved by commercial carriers was not quite as much as the contractors would have liked, it was more than early plans had called for.

27. The management contractor for the Mid-Canada Line was arranging for the charter of Canadian vessels and the hiring of stevedores for the summer sealift for that line. The Department of Transport would handle the ship-to-shore movement of cargo and was obtaining suitable craft which would be stationed where required. The cost of this equipment would be met by the contractor.

28. The Committee noted the report on transportation for the early warning lines.

(b) Responsibility for Transportation in the Western Arctic

29. Mr. Baldwin explained that the volume of government freight in the Western Arctic had shown a marked increase in recent years. The

Department of Transport had relied in the past on the small capacity of the few commercial ships operating in the area but this was no longer sufficient. The time was approaching when some agency would have to acquire special equipment to transport the increased freight. This might be done by the Northern Transportation Company the Department of Transport, or some commercial organization. The problem had been discussed with Mr. Bennett, the President of the Northern Transportation Company, and he had suggested that responsibility for freight in the Western Arctic might be discussed in the fall in the light of the experience gained during the summer operations.

30. Mr. Watson said a total of 6,000 tons was to be transported to the Western Arctic this summer; 4,200 was for the R.C.A.F. at Cambridge Bay and the remainder for other government agencies. Some 1,800 tons would be shipped over Vancouver and the rest down the Mackenzie.

31. The Committee agreed that the responsibility for the transportation of government freight in the Western Arctic should be discussed in the fall.

(c) Eastern Arctic Freight

32. Mr. Watson said transportation arrangements in the Eastern Arctic would be similar to last year but there was almost twice as much freight. Four government ships and seven commercial ships would be used. It had not been possible for the Department of Transport to take on the resupply of Alexandra Fiord and arrangements had been made for the United States to do this from Thule.

33. Mr. Baldwin said that a start had been made on organizing the reporting of sea ice conditions. Charter flights would be made out of Churchill for ice reconnaissance in the Hudson Bay area. Arrangements had also been made for ice observations to be made by commercial aircraft operating over Hudson Strait.

34. The Committee noted the report on Eastern Arctic freight.

(d) Use of Government Aircraft in the North

35. Mr. Baldwin reported that the Transportation Sub-Committee had discussed at length the use of government aircraft in the north. The subject had been raised by a complaint from a civilian carrier that the R.C.M.P. Otter aircraft at Churchill was being used improperly in carrying Eskimo to and from hospital. A Cabinet directive of 1950 had limited the use of

government aircraft by departments. It had been apparent at the Sub-Committee meeting that a number of departments considered a change in this policy was desirable, and it had been agreed that the Air Transport Board, in consultation with the interested government agencies, should make a study of the implications of such a step.

36. General Foulkes said that the Department of National Defence considered that the Cabinet directive was at present interpreted as possible and any further relaxation should be made only with the knowledge of the Cabinet. The R.C.A.F. wished to avoid responsibility for determining the relative priorities between government departments for any space available on their flights.

37. Mr. Robertson explained that the problem had arisen as a result of the increasing government interest in the north and the very high cost of chartering aircraft, which often prevented desirable work from being carried out in the north. The establishment of the early warning lines would have a very great effect on air transport services in the north; particularly if the maintenance of the lines were carried out with commercial aircraft, and this might lead to the development of scheduled air services in the north, and hence to a reduction in the need for expensive charter flights. It was most desirable that the Air Transport Board study should include such considerations. The R.C.A.F. had always been most co-operative in the use of available space on their flights under the present interpretation of the Cabinet directive. Since the purchase of the R.C.M.P. aircraft at Churchill had been approved by the Treasury Board on the understanding that it would also be available to meet the needs of the Departments of National Health and Welfare and of Northern Affairs and National Resources, there could be no objection to its being used in this way. He would discuss with the Deputy Minister of National Defence how the needs of government departments might be met while the general policy was being examined by the Air Transport Board.

38. The Committee noted the report on the use of government aircraft in the north, and agreed that a comprehensive study should be made of the probable development of air services in the north.

IV. Year-Round Maintenance of the Haines Cut-Off Road (Confidential)

39. Mr. Robertson said the District Engineer for the Alaska District of the U.S. Army Corps of Engineers had written to the Special Commissioner for the Haines-Fairbanks pipeline enquiring about Canadian plans for keeping the Haines Cut-Off Road open throughout the winter. The question of

year-round operation of this road had been discussed by the Committee on several occasions. The Canadian Government had not been prepared to make any commitment to keep the Haines Cut-Off Road open during the winter in peace time and this had been made clear when the pipeline was being planned. The Special Commissioner might be instructed to draw this to the attention of the District Engineer and inform him that any request for a change in policy must be through diplomatic channels. The Special Commissioner had also reported that the District Engineer was including \$750,000 in his estimates for improvements to the Canadian part of the Haines Cut-Off Road.

(Secretary's memorandum Document ND-133 dated May 10, 1955).

40. The Committee agreed that the Special Commissioner for the Haines-Fairbanks pipeline be instructed to draw the attention of the District Engineer for the Alaska District to the Canadian policy on year-round operation of the Haines Cut-Off Road, and inform him that any request for changing this policy must be through diplomatic channels.

V. Transportation Rates in the North (Unclassified)

41. Mr. Robertson reported that Canadian Pacific Airlines and the Northern Transportation Company had recently announced reductions in transportation rates in the north.

(Secretary's memorandum Document ND-134 dated May 10, 1955).

42. The Committee noted the reduction in transportation rates in the north.

VI. Items of General Interest:

43. The Secretary reported the following items of general interests

(a) Reoccupation of Ice Island T-3 (Unclassified)

44. The U.S.A.F. had reoccupied the ice island T-3 in order to carry out a scientific programme during the summer. It was intended to withdraw the party in the fall.

(b) Spring Airlift (Unclassified)

45. The spring airlift had been completed successfully and only the clean-up flights remained.

(c) Anthropological Investigations in the Belcher Islands and in Southern Keewatin (Unclassified)

46. Two social anthropologists would carry out field investigations for the Department of Northern Affairs and National Resources this summer; one would work in the Belcher Islands and the other in southern Keewatin.

(d) Launching of the White Pass and Yukon Railway's New Freighter (Unclassified)

47. The White Pass and Yukon Railway's new freighter for the Vancouver-Skagway service, the "Clifford J. Rogers", was being launched in Montreal today. Her dead weight tonnage was 4,000, length 336', beam 47', draught 18'6", and speed 14 knots. Cargo would be carried and transshipped in metal containers known as "caissons" each 7" x 8" x 8", and carrying about 5 tons.

VII. Other Business

48. Mr. McTaggart-Cowan reported that within the past few days meteorological data had been received from two new Russian stations in the Arctic Ocean located at 82°N, 55°E, and 88°N, 10°W. There were now six Russian stations in the Arctic Ocean from which weather reports were received.

VIII. Date of Next Meeting

49. The Committee agreed to meet at 2:30 p.m. on Monday, June 20, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
June 3, 1955.

27. The twenty-seventh meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, June 20, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Dr. G.S. Hume, Acting Deputy Minister, Department of Mines and Technical Surveys,
Mr. J.R. Baldwin, Deputy Minister of Transport,
General A.G.L. McNaughton, Chairman, Canadian Section, Permanent Joint Board on Defence.

LCdr. A.A. Beveridge, representing the Secretary to the Cabinet.
Mr. M.H. Wershof, representing the Under-Secretary of State for External Affairs.
Mr. G.W. Stead; representing the Deputy Minister of Finance.
Mr. R. F. Leggett representing the President, National Research Council.
Dr. H.A. Procter; representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also present:

Mr. A. Thomson, Department of Transport.
W/C G.R.M. Hunt, Department of National Defence (R.C.A.F.).
W/C B.R. Rafuse, Department of National Defence (R.C.A.F.).
W/C Mr. Thorpe, Department of National Defence (R.C.A.F.).
W/C K.P. Likeness, Department of National Defence (R.C.A.F.).
Mr. W.H. Barton, Department of External Affairs.
Major J. Morrisson, Department of National Defence (Army).
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 26th Meeting:

(a) Progress of the Early Warning Lines

(i) D.E.W. Line (Secret)

1. W/C Hunt reported on the progress of the Distant Early Warning line covering the following points:

- (a) Four of the six site survey parties had completed their work and the other two were expected to finish by June 20. Satisfactory sites had been found at all locations with the exception of Padloping Island (FOX E), and it might be necessary to change this location to Durban Island. The Department of Northern Affairs and National Resources would be kept informed of any changes.
- (b) Construction was going ahead at many sites. The R.C.A.F. had asked for periodic reports on the progress of the airstrips. Supervisory personnel from the two Canadian construction companies had been flown to the Alaska sector to observe building techniques.
- (c) The spring phase of the airlift had been completed with a total of 10,859 tons landed in the western section of the line and 10,686 in the eastern section. Canadian air carriers in the east had been paid a total of \$7,468,000, and those in the west approximately \$3.5 millions.
- (d) H.M.C.S. "Labrador" had reported indications of an early break-up in the Hudson Bay area. About 99% of the supplies for the sealift including all vital items would be ready in time for loading. It had been agreed that the requirement for Canadian representatives on the sealift would be sent to the Royal Canadian Navy for transmittal to the United States Navy.
- (e) The R.C.A.F. had prepared a paper on the operation and manning of the D.E.W. line for the Chiefs of Staff Committee. This paper had been discussed at a recent meeting of deputy ministers and it had been concluded that the U.S.A.F. through its prime contractor might be permitted to man the entire line for the first two or three years of operation until it was thoroughly tested, the total cost to be

borne by the United States. If possible the rearward communications should be handled by sub-contracting to a Canadian company. As much as possible of the sea and air supply should be by Canadian carriers. It had been suggested that the Transportation Sub-Committee prepare a study of the capabilities of Canadian carriers with detailed information obtained by the Department of Transport.

- (f) The draft policy on security had not yet received the concurrence of U.S.A.F. headquarters in Washington.

2. General Foulkes said the operation and manning of the line would be considered by the Chiefs of Staff on June 22 and a submission made to the Cabinet Defence Committee, U.S. agreement on the policy on security was required as soon as possible. Until this was in effect grave difficulties could result from the disclosure of information by journalists.

3. The Committee noted the report on the D.E.W. line.

(ii) Mid-Canada Line (Secret)

4. W/C Likeness reported on the progress of the Mid-Canada line covering the following points:

- (a) Main stations for the Mid-Canada line would be located at Hopedale, Knob Lake, Great Whale River, Winisk, Bird (previously referred to as Amery or Gillam), Cranberry Portage, Waterways, and Dawson Creek. Site plans were being prepared and construction would begin shortly.
- (b) Two helicopter parties were now at work pinpointing sites for the auxiliary stations. One party of six R.C.A.F. helicopters was operating from Knob Lake and the other of six U.S.A.F. helicopters from Grande Prairie. Support for both parties was being supplied by the R.C.A.F. To date 16 auxiliary sites had been chosen and ground survey was in progress at six of these. Twenty sites would require proving for electronic suitability and this would probably be completed by the fall.
- (c) Flight tests of the electronic equipment showed that a 60-mile interval could be used for detection, with a 30-mile interval for communications.

- (d) It was probable that the site at Bear Island in James Bay would be manned for at least the first two years.
- (e) The prime contractor and the mining company had agreed to provide flying control facilities jointly at Knob Lake until the status of the airstrip had been settled.
- (f) The success of the Mid-Canada line would depend on the correlation of flight plans of aircraft crossing the line, particularly those flying in a north to south direction. Some type of landing facilities would probably have to be provided at 22 points north of the Mid-Canada line where aircraft on non-scheduled bush-type operations would have to land to file flight plans, signifying their intention of crossing the line.
- (g) Rearward communications in the eastern section of the line would be provided by a micro-wave circuit with voice and teletype facilities to be installed by the Bell Telephone Company from Seven Islands to Oreway. At Oreway one branch of the circuit would go to Knob Lake and another to Goose Bay and Hopedale. In the central sector a circuit would run from Winisk eastward to Lake River and then south through Fort Albany to either Coral Rapids or Smith Falls and then on to Raemore in the Pinetree Chain.

5. General Foulkes said the Chiefs of Staff would consider the manning of the Mid-Canada line at their meeting on June 22 and would present the manning of both lines as a single problem in the submission to the Cabinet Defence Committees

6. The Committee noted the report on the progress of the Mid-Canada line.

(b) Canadian Representation on the D.E.W. Line Sealift (Confidential)

7. Mr. Robertson reported that arrangements were being made for Canadian representation on the sealift. Since Canadian carriers might play a greater part in the sea operations in future years representatives would be sent who were qualified to observe the technical aspects of the operation as well as those who would represent Canadian Government interests, see whether the terms of the agreement were being carried out, and advise the commanders of each group on Canadian matters. An official of the Department of Northern Affairs and National Resources would be the government representative on the western group and an R.C.M.P. officer on the Baffin group. No government representative would be necessary on the Foxe Basin

group as this group was under Canadian command. The Northern Transportation Company would send a technical observer with the western group and the Department of Transport would send one with each of the three groups. This information would be sent to the R.C.N. with a request that the U.S. Navy be asked to accommodate the Canadian representatives and provide them with the facilities they would need.

8. Mr. Baldwin said the Department of Transport would now be able to provide only two representatives who should be with the Hudson Bay and the western groups.

9. The Committee noted the plans for Canadian representation on the D.E.W. line sealift.

II. Proposed U.S. Shoran Survey on Baffin Island

III. Proposed U.S. Survey for TACAN Navigational Aid Stations

IV. Proposed U.S. Survey for High Frequency Ground-Air Stations (Confidential)

10. Mr. Robertson said outlines of the proposed U.S. surveys were distributed with the Agenda for the information of members.

(Secretary's memoranda Documents ND-135, 136, and 137 dated June 15, 1955).

11. W/C Hunt explained that the Shoran survey on Baffin Island was designed to complete a geodetic tie between Norway and North America. It was a recognized requirement in connection with the military mapping programme, and was similar to an earlier project which had been approved by Canada but had been cancelled.

12. Dr. Hume said the information gained in the Shoran survey would be of use to the Department of Mines and Technical Surveys.

13. W/C Thorpe explained that the TACAN stations at Whitehorse, Frobisher Bay, and Cape Christian would be part of a complete TACAN network throughout North America involving some 14 stations in Canada. The R.C.A.F. was not convinced that the TACAN system would be completely satisfactory but considered the United States should be allowed to proceed with the surveys since the requirement could be reviewed when approval was sought for construction.

14. Mr. Baldwin said the TACAN system would duplicate existing civil air

facilities in Canada and would probably not be of assistance to civil aviation for at least ten years. The Department of Transport had no objection to the survey but would request a meeting with the survey parties in Ottawa to ensure that the proposed sites would not conflict with other requirements.

15. W/C Rafuse explained that the proposed high frequency stations at Cape Spear and Cape Christian was for ground-air communications only, and were intended to provide ground-wave signals in areas where sky wave reception was poor on North Atlantic and Great Circle flying routes. The stations would be manned for maintenance but not for operation. The R.C.A.F. would send a representative on the Cape Spear survey party.

16. The Committee noted the reports on the proposed U.S. Shoran survey on Baffin Island, the proposed U.S. survey for TACAN navigational aid stations, and the proposed U.S. survey for high frequency ground-air stations.

V. Report of the Construction Sub-Committee

(a) Power Supply at Fort Simpson (Unclassified)

17. General Young said there was a need for a central power supply at Fort Simpson where a number of small units were now being operated: In the summer of 1954 the Northwest Territories Power Commission had conducted a study and decided that they could operate a central plant at Fort Simpson if all potential consumers agreed to purchase their power. The Royal Canadian Corps of Signals station however provided two-thirds of the potential demand and was obtaining a satisfactory supply of power from its on generating system at a lower direct cost. The Construction Sub-Committee had suggested that if the Army did not wish to purchase power from a central plant they might supply the other government requirements in the settlement. The Army had replied that they did not have the equipment or experience to operate a power distribution system and that they would prefer to purchase power from the central plant. When relieved of the responsibility of producing their own power the staff of the station would have more time to handle the rapidly increasing volume of Signals traffic. The present equipment at the station would be retained for stand-by purposes.

(Secretary's memorandum Document ND-138 dated June 15, 1955):

18. Mr. Stead said it seemed reasonable for the Army to purchase their power from a central system at Fort Simpson. The Northwest Territories

Power Commission had been established to meet problems such as existed at Fort Simpson where it would otherwise be difficult to obtain the capital required.

19. General Foulkes said the Department of National Defence would agree to buy its power from a central plant at Fort Simpson if one were established there.

20. Mr. Robertson said the Northwest Territories Power Commission would consider the establishment of a plant at Fort Simpson at its next meeting; It would probably be similar to the plant at Fort Smith and would take approximately a year to construct.

21. The Committee noted that

- (a) the Department of National Defence would purchase their power requirements at Fort Simpson from a central plant if one were established there;
- (b) the Northwest Territories Power Commission would consider the establishment of a plant at Fort Simpson at their next meeting.

(b) Progress of the Relocation of Aklavik (Unclassified)

22. General Young reported that the Foundation Company had been appointed engineering consultants for the relocation of Aklavik and representatives of the company were now in Aklavik. They had been asked to prepare specifications by the end of the year so that tenders could be called and work begun next summer. Contracts would be let for blocks of work such as the hospital, the public utilities, and the school and residences. Much of the work could not be done by day labour but contractors would be instructed to use local labour to the greatest possible extent.

23. The Committee noted the report on the progress of the relocation of Aklavik.

VI. Annual Report on Government Activities in the North - 1954 (Unclassified)

24. Mr. Robertson said that the 1954 edition of the Secretariat's report on government activities in the north had been distributed with the Agenda. If the report were approved by the Committee it would be submitted to the Cabinet.

(Secretary's memorandum Document ND-139 dated June 15,

1955).

25. General Young said the report was an extremely useful document and he would like to circulate it more widely within the Department of Public Works. In future years it might be preferable to have the classified material in a separate annex.

26. Mr. Rowley said that unclassified versions of this year's report could be provided for those who wished them.

27. The Committee

(a) approved the 1954 Report on Government Activities in the North;

(b) agreed that in future years classified material should be contained in a separate annex.

VII. Russian Articles - "Arctic Ice Islands and How They Drift"; "The Origin of the Floating Ice Islands" (Unclassified)

28. Mr. Robertson said that translations of two Russian articles on ice islands were contained in D.R.B. paper No. T-176R distributed with the Agenda.

(Secretary's memorandum Document ND-140 dated June 15, 1955).

29. The Committee noted the translations of Russian articles on ice islands.

VIII. U.S.A.F. Activities at Frobisher Bay (Secret)

30. Mr. Wershof explained that the problem at Frobisher Bay had been outlined in a letter dated June 13, 1955, from the Under-Secretary of State for External Affairs to the Chairman, Chiefs of Staff, and the Deputy Ministers of Transport and Northern Affairs. There appeared to be three possible courses of action:

(a) Increasing the size of the R.C.A.F. detachment so that Frobisher would become an R.C.A.F. station in fact as well as in name.

(b) Operation of the airfield by the Department of Transport as a civil airfield and increasing the number of Canadians on the station by taking over responsibility for some of the services

now provided by the U.S.A.F.

- (c) Turning the field over to the U.S.A.F. while reserving the right to take it over again on reasonable notice and making provision for use by civil and military aircraft as required.

(Secretary's memorandum Document ND-141 dated June 15, 1955).

31. General Foulkes said the Department of National Defence found that it was unsatisfactory for one organization to act as house-keeper for another. The R.C.A.F. did not have a military requirement for the base.

32. Mr. Baldwin considered that turning the field over to the U.S.A.F. would raise serious difficulties for civil users. Experience at Harmon Field had shown that whatever agreements were made it was practically impossible to protect the interests of civil aviation adequately at an airfield operated by the U.S.A.F. Even if the Department of Transport had the men and funds to take over Frobisher their position as civilians operating a predominantly military base would be difficult and it would be preferable for the R.C.A.F. to continue to control the airfield. The Department of Transport was considering assuming responsibility for the operation of certain other airfields in the north such as Cambridge Bay and Coral Harbour. This might be done within the next year, relieving R.C.A.F. personnel who could be used to increase the R.C.A.F. establishment at Frobisher. Canadian Pacific Airlines and Scandinavian Air Services were using Frobisher as an alternate on their polar air routes and at least two other airlines would soon establish similar services. It seemed likely that Frobisher would become a regular stop on the polar route but the greatest civil use at first would probably arise from an increase in domestic traffic for Distant Early Warning line supply.

33. Mr. Wershof considered that if Frobisher were turned over to the U.S.A.F. it would be possible to provide greater safeguards in the agreement than at Harmon where the United States had a ninety-nine year lease.

34. Commissioner Nicholson said that the situation at Frobisher had been discussed informally at the Administration Sub-Committee when it had been suggested that accommodation for passengers on trans-polar flights might be required. Though the present situation was unsatisfactory the

Administration Sub-Committee did not feel that it was in a position to make any definite recommendations for alterations.¹⁷³

35. Mr. Robertson said the Department of Northern Affairs would be very reluctant to see Frobisher turned over to the U.S.A.F. It would probably become the first place where many international travellers would set foot in Canada. In addition to other civil interests, plans were under way to make Frobisher a major administrative centre for the Eastern Arctic.

36. W/C Hunt said that at present an R.C.A.F. detachment of seven men provided flying control. Some addition would be necessary when the present U.S. plans were implemented but this would not improve the ratio of Canadian and kited States personnel since the U.S.A.F. strength would also increase.

37. General Young suggested that a thorough examination of the situation might reveal some practical solution by which the R.C.A.F. could retain effective control by undertaking certain key responsibilities and by co-ordinating all agencies at the airfield. This would not necessarily entail an increase in the size of the R.C.A.F. detachment,

38. General Foulkes suggested that a small working group be sat up to discuss the problem in detail. The R.C.A.F. and the Departments of Transport, External Affairs, and Northern Affairs should probably be represented.

39. General McNaughton said that the principle of having a Canadian officer in charge of such stations had been established at the - Permanent Joint Board on Defence. As U.S. activities increased the R.C.A.F. would necessarily assume more of a supervisory role. It was important to keep a firm grip on the country. The problem at Frobisher would probably be discussed at the July meeting of the P.J.B.D. Any decision reached in the case of Frobisher might establish a pattern for similar situations which were bound to arise at other points in the north.

40. Mr. Stead suggested that no stop should be taken which might later prejudice the development of civil aviation at Frobisher. There were however many complicating factors which might make normal operation by

¹⁷³ *Editors' note:* the minutes for this paragraph were amended. The secretary originally recorded the following: "Commissioner Nicholson said that the situation at Frobisher had been discussed informally at the Administration Sub-Committee when it had been suggested that accommodation for passengers on trans-polar flights might be required. Though the present situation was unsatisfactory it might be preferable to any of the suggested alternatives."

the Department of Transport impracticable and the Department of Finance would be prepared to accept some compromise based on this principle.

41. The Committee agreed that a working group with representatives from the R.C.A.F. and the Departments of Transport, External Affairs, and Northern Affairs should examine the problem at Frobisher in order to establish means by which Canadian control of the airfield could be strengthened.

IX. Items of General Interest:

(a) U.S. Polar Basin Expedition (Confidential)

42. Mr. Rowley reported that the U.S. Polar Basin Expedition had returned to the United States from Goose Bay. Mr. Stanwell-Fletcher apparently intended to resume the expedition next year.

43. Mr. Wershof suggested that the possibility of preventing irresponsible parties from travelling in the north should be examined. The Secretary might prepare a paper on the problem for consideration at a future meeting.

(b) Summer Operations of H.M.C.S. "Labrador" (Confidential)

44. Mr. Rowley reported that H.M.C.S. "Labrador" had sailed north from Halifax on 1 June, 1955. She would pass through Hudson Strait as early as possible in order to carry out hydrographic work required for the D.E.W. sealift. Following the completion of the sealift, oceanographic investigations would be made in the Baffin Bay area. It was hoped that there would be an opportunity to obtain information on ice conditions in Ungava Bay which would be of importance in determining the probable date of opening of navigation there.

(c) Meeting of the Committee on Eskimo Affairs (Unclassified)

45. Mr. Robertson reported that the recent meeting of the Committee on Eskimo Affairs had been devoted mainly to the discussion of problems arising from the D.E.W. line. The meeting had been in agreement with the regulations and conditions established by the Department of Northern Affairs for the protection of the Eskimo. It had been decided that in future the Committee would meet only once a year.

(d) Ungava Bay Iron Ore (Unclassified)

46. Dr. Hume said it had been reported in the press that Consolidated Fenimore had signed a contract to sell iron ore from the Ungava Bay region to German interests.

X. Other Business

47. There was no other business.

XI. Date of Next Meeting

48. The Committee agreed to meet at the call of the Chair.

G.W.Rowley,
Secretary.

Department of Northern Affairs and National Resources,
June 27, 1955.

28. The twenty-eighth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Tuesday, October 25, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
General C. Foulkes, Chairman, Chiefs of Staff,
Major-General H.A. Young, Deputy Minister of Public Works,
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys,
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.,
Mr. K.W. Taylor, Deputy Minister of Finance,
Mr. Laval Fortier, Deputy Minister of Citizenship and Immigration,
Dr. G.D.W. Cameron, Deputy Minister of National Health.

Major John Morrison, representing the Secretary to the Cabinet.
Mr. C.S. Booth, representing the Deputy Minister of Transport.
Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.
Colonel G.M. Carrie, representing the Chairman, Defence Research Board.
Mr. R.F. Legget, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. W.H. Barton, Department of External Affairs.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. G.W. Stead, Department of Finance.
Lt.-Col. R.H. Young, Department of National Defence (Army).
G/C E.C. Poole, Department of National Defence (R.C.A.F.).
Mr. C.L. Morrill, Department of Northern Affairs and National Resources.
Brigadier R. L. Purves, Department of National Defence (Army).
Dr. P.E. Moore, Department of National Health and Welfare.
Mr. L.T. Campbell, Department of Transport.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 27th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) Distant Early Warning Line

1. General Foulkes referred to the D.E.W. Line Co-ordinating Committee's progress report No. 5 (attached as Appendix A) and expanded on two points in the report.

(1) D.E.W. Line Publicity

General Foulkes explained that current North American defence strategy was based on an effective retaliatory force adequately protected against surprise attack. The early warning lines were an essential part of this protection. The knowledge that there was an effective early warning system might deter a potential aggressor. The Department of National Defence therefore considered that limited publicity on the early warning lines would be beneficial provided it did not reveal information that would help an enemy to jam or "spoof" the line. For this reason it might be desirable to revise the security policy to allow properly conducted press visits from Canada and the United States to the D.E.W. line.

Mr. Robertson suggested that the briefing and routing of journalists should be arranged to show the air defence system in a Canadian context, and should include non-military activities in the Canadian north, and possibly a visit to a Mid-Canada line station.

General McNaughton said the United States shared the view that, some publicity on the line would serve a useful purpose. U.S. officials would certainly agree that full credit be given to the part being played by Canada.

General Foulkes suggested that Canada should take the initiative in organizing a tour of the D.E.W. line for Canadian and U.S. reporters. The tour should start at some Canadian base such as Churchill, and full briefing and suitable conducting officers should be provided. The first step might be a suggestion at the forthcoming P.J.B.D. meeting that the D.E.W. line security policy be modified to permit press visits to the D.E.W. line, and that Canada organize a tour for journalists.

(2) Rearward Communications

General Foulkes said the Cabinet Defence Committee had agreed the

United States should be given permission to build the rearward communications for the D.E.W. line, and man them for the first three years. Since it appeared that the D.E.W. line itself would cost \$150,000,000 more than originally anticipated, the United States was attempting to make economies where possible. The original U.S. plan for rearward communications was therefore being modified. A major change was replacing the planned multi-voice tropospheric scatter link from Hall Lake to the Mid-Canada line by an ionospheric scatter circuit. This would carry teletype transmissions only but would cost approximately \$30,000,000 less. The ad hoc Committee on Telecommunications Policy was considering how the operation of telecommunications in the north could be taken over by Canada. The rearward communications were a vital part of the early warning system and it would be necessary to start planning now if Canada were to be ready to operate them in three years time.

Mr. Macdonnell suggested that the change in the rearward communications plan would mean there would be fewer circuits available for non-military traffic.

General McNaughton noted that the rearward communications for the D.E.W. line would terminate at stations on the Mid-Canada line, which would be manned by Canadian operators. As a result Canada would receive all warning information at the same time as the United States.

2. The Committee noted the progress report on the D.E.W. line and agreed that:

- (a) The Canadian Chairman, P.J.B.D. should suggest at the next meeting of the P.J.B.D. that the D.E.W. line security policy be modified to permit a tour of the D.E.W. line for Canadian and United States reporters, and that Canada organize such a tour.
- (b) If Canada were to assume responsibility for the operation of the rearward communications in three years time, planning should begin at once.

(ii) Mid-Canada Line

3. G/C Poole reported that activity on the Mid-Canada line during the summer had been concentrated primarily on construction at the seven section control stations. The following progress had been made:

Dawson Creek - This was the most advanced station with 220 men working at the site. Construction of all buildings was well under way.

Stoney Mountain - Before construction could begin a difficult 15-mile access road had had to be built. The construction camp was now established and progress was being made on the station buildings.

Cranberry Portage - Construction was lagging despite the fact that there were no particular problems at this site. The construction camp had been set up but only 70 men were at work and the R.C.A.F. was pressing the contractor for increased activity.

Bird - Most of the foundations for the station buildings were now completed and 108 men were employed including many Indians.

Winisk - Great difficulty had been encountered during the summer in transporting supplies from ship to shore and most of the supplies had had to be landed at Churchill. Plans were being made to transport this material to the site during the winter by air and tractor train. A 5,000-ft. airstrip was now in use and aircraft were arriving at a rate of three every two days with supplies for the construction camp.

Great Whale River - Good progress was being made and two airstrips were now in use. Landing of supplies had been difficult but 70% had been off-loaded at the site.

Knob Lake - Normal progress had been made until September 29 when a serious fire destroyed most of the construction camp. The camp was now being rebuilt but in the meantime work on the station was slowed down.

4. In addition to work at the section control stations, construction had been started at 15 of the 90 doppler stations and building material had been taken to 20 other sites. Most of these stations are in western Canada where the problems of access were less difficult than in the east. In Quebec and Labrador all sites were now definite and the airlift of material stockpiled at Knob Lake to these sites would continue throughout the winter. Fixed-wing aircraft would transport supplies to airstrips on lakes near the sites; and delivery to the actual sites would be by helicopter.

5. It was expected that at least one section of the line would be operational by November 1, 1956, and the whole line should be in operation by January 1, 1957, although some facilities would still have to be completed.

6. Dr. Moore reported that the contractors had set up limited temporary medical facilities for the early warning lines. In considering future requirements, it appeared that hospital facilities might be desirable at four points - Great Whale River; Winisk, Hall Lake, and Cambridge Bay. There should probably also be a larger facility at Frobisher Bay. The Department of National Health and Welfare was of the view that these facilities should be established on such a basis that they would provide for the D.E.W. line requirements and also for the civil needs of the areas.

7. General Foulkes said the Department of National Defence would welcome a medical plan that would provide facilities the Services could use.

8. The Committee noted the report on the progress of the Mid-Canada line and agreed that consideration should be given to the requirements for hospital facilities to serve both military and civil purposes along both lines.

(b) Annual Report of Government Activities in the North 1954 (Unclassified)

9. Mr. Robertson reported that the Annual Report on Government Activities in the North 1954, which had been approved by the Committee at the last meeting, had been submitted to the Cabinet.

10. The Committee noted that the Report on Government Activities in the North 1954, had been submitted to the Cabinet.

(c) Report of the Working Group on U.S. Activities at Frobisher Bay (Confidential)

11. Mr. Robertson referred to the discussion at the last meeting on U. S. activities at Frobisher Bay. The Committee had appointed a working group with representatives from the R.C.A.F. and the Departments of Transport, External Affairs, and Northern Affairs and National Resources to examine the problem in order to establish means by which Canadian control of the airfield could be strengthened. The working group had held two meetings and their report, which contained four recommendations, had been distributed with the agenda.

(Secretary's memorandum Document ND-142 dated October 20, 1955).

12. General Foulkes said that, while the Department of National Defence would accept a plan that did not involve an increase in R.C.A.F. personnel, they would prefer to defer any change until the exceptional conditions resulting from the construction phase of the D.E.W. line were over, and the ultimate U.S.A.F. requirements were more certain. The station commander was now [an] R.C.A.F. Wing Commander, and the Department of National Defence would ensure that his command was effective.

13. Mr. Booth said the Department of Transport could supply most of the personnel required to take over the additional services suggested in the working group's report, but they considered the airfield should be under the control of a military officer since he would have to deal so closely with U.S. military services.

14. General Young said the R.C.A.F. should supply a small command element only. Any additional personnel required should be civilian employees of the Department of Transport.

15. General McNaughton considered it would be difficult to request the U.S.A.F. to employ a Canadian civil organization to provide their messing facilities.

16. Mr. Barton said the Department of External Affairs had raised the question of Canadian control at Frobisher Bay because the United States had requested permission to increase their establishment. This request had however now been withdrawn and the matter was no longer urgent.

17. The Committee agreed that no change should be made in existing command arrangements at Frobisher until the future U.S.A.F. requirements at the base were clear.

II. Report of the Aklavik Sub-Committee (Confidential)

18. Mr. Robertson referred to the report of the Aklavik Sub-Committee describing progress during the summer on the relocation of the town.

(Secretary's memorandum Document ND-143 dated October 20, 1955).

19. General Young said the engineering consultants had drawn up a town plan and made proposals regarding the public utilities at the new site. Their report had been received recently and was being studied by a steering committee of representatives of the Department of Northern Affairs and

National Resources, Public Works, and the National Research Council. The report suggested that the relocation should be stretched out for at least one year beyond the previously suggested date of 1958.

20. Mr. Legget said that at this stage of the project progress could be made during the short construction season only. A later date should be accepted rather than attempting a rushed job. The original reports of E-3 had shown that there was permafrost there, just as there was at the old site. The ice content of the soil was however much lower and would not cause the same trouble if it thawed, particularly since the soil was glacial till rather than river silt. Thawing should however be avoided wherever possible.

21. Mr. Booth reported that two suggested airport sites had been examined, one about 4½ miles from the townsite and the other adjacent to the town, but both had major disadvantages. The air photographs were therefore being re-examined and a promising third site had been found which was now being studied in detail.

22. Mr. Cunningham noted that in their last report to the A.C.N.D. (Document ND-132) the Sub-Committee had estimated that the move would cost just over \$10,000,000. There was no reason to change this estimate at this time but the figures for construction of the airfield and the public utilities had not been based on detailed information. It should soon be possible to prepare more accurate estimates based on detailed engineering information obtained during the summer.

23. Mr. Taylor said the Cabinet expected the relocation of Aklavik to cost approximately \$10,000,000. If it appeared, when the more accurate estimates of the cost of the airport and public utilities were available, that the cost of the project would significantly exceed \$10,000,000, the Cabinet should be informed.

24. The Committee noted the report of the Aklavik Sub-Committee and agreed that, when detailed information on the probable costs of the airfield and public utilities was available, a new estimate of the cost of the whole project should be made.

III. Year-Round Maintenance of the Haines Cut-Off Road (Confidential)

25. Mr. Macdonnell explained that the U.S. Army member of the P.J.B.D. had informed the Canadian Army member that at the next meeting of the P.J.B.D. the United States would like to discuss the year-round operation of the Haines Cut-Off Road, which they considered necessary in order to

maintain and operate the Haines-Fairbanks Pipeline.

(Secretary's memorandum Document ND-144 dated October 20, 1955).

26. General McNaughton said that hitherto Canada had been assured by the United States that the successful operation of the Haines pipeline was not contingent upon the road being maintained. If the road were kept open during the winter a great deal of traffic would by-pass Whitehorse.

27. Mr. Robertson said that if the road were kept open the loss of freight might make the White Pass and Yukon Railway uneconomic.

28. General Foulkes noted that in building the Haines Cut-Off Road the easiest route had been followed and this frequently lay along the bottom of the valleys. As a result snow drifting was extremely heavy during the winter. If it were to be kept open throughout the year major parts of the road should be relocated.

29. Brigadier Purves estimated that to maintain the road on a year-round basis would cost over \$2,000,000 for capital equipment and \$150,000 per year for operation.

30. The Committee agreed that the Chairman, Canadian Section, P.J.B.D., should inform the U.S. Section once again that Canada did not wish the Haines Cut-Off Road to be kept open during the winter.

IV. U.S. Activities at Cape Christian (Unclassified)

31. Mr. Robertson said the report summarizing U.S. activities at Cape Christian during the summer had been distributed with the agenda for the information of the members.

(Secretary's memorandum Document ND-145 dated October 20, 1955).

32. The Committee noted the report on U.S. activities at Cape Christian.

V. Progress of the Northern Health Services (Unclassified)

33. Mr. Robertson referred to the report on the Northern Health Services which had been distributed with the agenda.

(Secretary's memorandum Document ND-146 dated October 20, 1955).

34. Dr. Moore said the health surveys carried out among Eskimos during the summer had led to the evacuation of 421 T.B. patients and 92 other medical cases to hospitals in the south. Over 800 Eskimos were now receiving treatment in southern Canada.

35. General Foulkes suggested that the Department of National Health and Welfare should consult with the Department of National Defence as soon as possible on the co-ordination of military and civil medical requirements in the north since a review of the defence requirements was about to be made.

36. General Young reported that the cost of the hospital at Whitehorse had originally been estimated at \$3,000,000 but it now appeared that the cost would be closer to \$4,000,000.

37. Mr. Robertson said that an agreement had been entered into between the Minister of Northern Affairs and the Commissioner of the Yukon for the Yukon to pay \$750,000 towards the cost. This sum was 25% of the original estimate. The Yukon was not in a strong financial position and the whole hospital plan might be endangered if the agreement had to be reopened in an effort to get a larger contribution. The federal government would have to lend the funds in any case. The Minister of Northern Affairs was strongly of the view that any additional funds would have to be found by the federal government.

38. The Committee noted the progress report on the Northern Health Services.

VI. Items of General Interest:

Mr. Robertson reported on the following item:

(a) August Meeting of the Council of the N.W.T. (Unclassified)

39. The second session of the Council of the Northwest Territories for 1955 was held in Fort Smith from August 29 to September 8. A total of thirty-one bills were passed, six of which dealt with new legislation. The Council also considered a proposed Coat of Arms for the Northwest Territories and asked the Commissioner to take steps to have the design submitted to Her Majesty.

(b) Territorial Governments' Briefs to the Royal Commission on Canada's Economic Prospects (Unclassified)

40. At its August session the Council of the Northwest Territories agreed that the Commissioner should present a brief to the Royal Commission on Canada's Economic Prospects at its hearings in Edmonton. The Commissioner of the Yukon would present a brief on behalf of the Yukon Territory on the same day. Copies of these briefs would be sent to members of the Committee before the next meeting.

(c) Loss of Mr. Desgoffe's Party on the Belcher Islands (Unclassified)

41. In August Mr. Desgoffe, an anthropologist employed by the Department of Northern Affairs, and two Eskimos who were with him lost their lives in the Belcher Islands. Evidence indicated that their canoe caught fire and they were presumably drowned.

(d) U.S. Navy Hydrographic Office Geomagnetic Flights to the North Magnetic Pole (Confidential)

42. In mid-October the U.S. Hydrographic Office carried out a series of flights over the North Magnetic Pole in connection with a world-wide magnetic survey, and in order to test an airborne magnetometer developed by the U.S. Naval Ordnance Laboratory. It was apparent that the universal airborne magnetometer completed in 1952 by the Dominion Observatory and the Defence Research Board had many advantages over this newer instrument.

(e) U.S. Geophysical Year Stations in the Polar Basin (Confidential)

43. The Soviet Union intended to include scientific observations from their Polar Basin drift stations in the International Geophysical Year programme. The United States, whose main International Geophysical Year effort had been planned for the Antarctic, was now considering augmenting their Arctic work and might establish one or two drift stations on the ice in the Polar Basin, similar to the Russian stations.

(f) U.S. Army Exercise in Alaska (Unclassified)

44. The U.S. Army was planning an exercise involving the movement of a battalion combat team with 220 vehicles from the United States to Alaska via the Alaska Highway. The Department of External Affairs was intending to give permission to the movement across Canada subject to the conditions

that all live ammunition be sealed, that restoration of any damage to private property be the responsibility of the U.S. Government, and that radio frequencies be cleared with the Department of Transport.

VII. Other Business

Supply of the Western Arctic (Confidential)

45. General McNaughton described his visit to the early warning lines and reviewed the difficulties the United States Navy had encountered in the sea supply of the western half of the D.E.W. line. All supplies had been landed as planned and all the fifty ships used had returned south, but many of them were severely damaged. The greatest hazard was the heavy ice off the north coast of Alaska between Point Hope and Herschel Island. The U.S. Navy considered they might be less fortunate another year, and were anxious to avoid committing so large a force to the dangerous voyage around Point Barrow. The obvious alternative was to use the Mackenzie River route for supply of the sites in the Western Canadian Arctic and along the Alaska coast towards Point Barrow. This would entail the development of the Mackenzie River route and the provision of additional facilities at Tuk Tuk and elsewhere.

46. General Foulkes said the U.S. Chiefs of Staff had expressed concern about the supply of the western part of the D.E.W. line.

47. Mr. Robertson said the usefulness and capacity of the Mackenzie River system could be considerably increased by the construction of a railroad to Great Slave Lake. A study of this problem was being included in the Northwest Territories brief to the Royal Commission on Canada's Economic Prospects.

48. Mr. Rowley said the question of the supply of the Western Arctic was on the agenda for the meeting of the Transportation Sub-Committee on November 14.

49. General Young suggested that the A.C.N.D. should take the initiative in urging the development of the Mackenzie River system so that it could meet all requirements in the Western Arctic.

50. The Committee agreed

- (a) that the Chairman should mention at the P.J.B.D. that ways of increasing the capacity of the Mackenzie River route were being considered in Canada;
- (b) to discuss the supply of the Western Arctic by means of the Mackenzie River route at the next meeting.

VIII. Date of Next Meeting

51. The Committee agreed to meet at 2:30 p.m. on Monday, November 28, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
November 1, 1955.

29. The twenty-ninth meeting of the committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Monday, November 28, 1955.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

General C. Foulkes, Chairman, Chiefs of Staff

Major-General H.A. Young, Deputy Minister of Public Works

Commissioner L.H. Nicholson, Royal Canadian Mounted Police

General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Mr. J.R. Baldwin, Deputy Minister of Transport

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Dr. J.M. Harrison, representing the Deputy Minister of Mines and Technical Surveys.

Mr. F.T. Davis, representing the Chairman, Defence Research Board,

Mr. R.F. Legget, representing the President, National Research Council.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Major J. Morrison, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. W.H. Barton, Department of External Affairs.

Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.

Captain J. Cuthbert, Department of Transport.

Mr. J.E. Devine, Department of Transport

Mr. C.H. Herbert, Department of Northern Affairs and National Resources.

Mr. G.Y. Loughhead, Department of National Defence.

G/C E.C. Poole, Department of National Defence (R.C.A.F.)

W. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 28th Meeting

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughhead reported on the progress of the D.E.W. line:

Sealift 1956 - Estimates of seaborne freight to the line during 1956 were 49,885 measurement tons to the eastern section, 49,906 to the central section, and 6,122 to the sites supplied in 1955 by the Mackenzie River barges. Shipping would be marshalled at Norfolk and Seattle. The U.S. authorities were applying for exemption from the Canada Shipping Act and the Customs Act for 1956. Bulk fuel storage at the sites should be installed by next summer and delivery of a 2-year supply of POL was planned.

Airlift - The Western Electric Company had recently requested the review of airlift rates. In the meantime the Air Transport Board had approved a reduction in air freight rates effective November 1 and had agreed to review the rates again about January 15. Estimates for airlift by Canadian carriers during the winter were 15,688 short tons of equipment, food, and POL and the U.S.A.F. would carry 8,862 short tons of outsize equipment, and electronic gear. The airlift would be restricted to material required before the shipping season. The R.C.A.F. had agreed to the use by the U.S.A.F. of Namao and Churchill as staging points. Eight to ten U.S. aircraft would be stationed at Namao and ten to twelve at Churchill. At present there were no plans for a U.S.A.F. airlift from bases in eastern Canada.

Operations Plan - Operations plans and instruction manuals were being prepared. A draft logistics plan was currently being studied by Canadian authorities.

Procurement - At mid-November total commitments including the Alaska sector totaled approximately \$150,000,000. Though a number of important items of equipment were still being designed they were expected to be ready when required.

Construction - In general good progress was being made. The Foundation Company was considering closing down some camps on the east coast of Baffin Island for two months during the winter

because of weather conditions. The Dominion Fire Marshal was assisting in the preparation of a fire prevention programme for the eastern sector.

Security Policy - The United States planned to issue an unclassified security policy statement similar to that issued by Canada. The Canadian policy was being reviewed.

National Defence College Visit - Arrangements were being made for the National Defence College to visit a D.E.W. line site in January 1956 as part of their northern tour.

2. Mr. Baldwin said a serious disagreement on airlift rates had arisen between Northern Construction Company and Canadian Pacific Airlines. The C.P.A. had stated that with the low volume of freight currently being handled they could not afford to reduce rates and were being forced to lay off crews. The Northern Construction Company was reported to be holding back freight deliberately in an attempt to force a freight rate reduction. The Air Transport Board was investigating the situation.

3. The Committee noted the report on the progress of the D.E.W. line.

(ii) Mid-Canada Line

4. G/C Poole reported on the progress of the Mid- Canada line.

Sealift - During the summer 12,000 tons of freight had been delivered by sea to Great Whale River, the last ship leaving there on November 14. The sealift to Winisk had been less successful and a major tractor train operation from Moosonee to Winisk was planned for the winter with a total of 14,000 tons to be carried by 40 tractors and 300 sleighs. The freight would be transported two-thirds of the way from Moosonee to Winisk by one company and the remainder of the way by a second company.

Airlift - Regular flights to Great Whale River were delivering approximately 30 tons a week mainly personnel and food. Flights were also being made from Timmins and Moosonee to Winisk.

POL Supply - POL would be available from commercial sources within convenient distance of all section control stations except Great Whale River and Winisk. It was planned to serve these two points from bulk storage at Churchill which would be supplied by

ocean-going tanker.

Employment - Approximately 57 Eskimos were currently employed at Great Whale River and 65 Indians at points on the line.

Communications - The Bell Telephone Company of Canada had planned a tropospheric scatter circuit from Goose Bay to Seven Islands to handle both military and civilian traffic. The U.S.A.F. had originally agreed to contribute \$14 million towards the capital cost and the R.C.A.F. \$250,000. The U.S.A.F. had however recently decided that budgetary limitations would prevent their participation. Without this assistance the circuit was not practicable. As a result there would be no civilian communications, and the Mid-Canada line north-south military traffic would have to travel laterally along the line to Winisk.

Operation of the line - The R.C.A.F. expected a civilian contractor would operate the Mid-Canada line. So far five companies had indicated keen interest in the project. The annual cost of operating the line was estimated at from \$15,000,000 to \$20,000,000 depending on whether the contractor or the R.C.A.F. provided transportation.

5. General Foulkes explained that the decision against participation in the Goose Bay-Seven Islands circuit was one of the steps the United States was taking to reduce D.E.W. line expenditure which was proving much higher than estimated. The United States would like the D.E.W. line to be operated by civil contract but little interest was being shown by the companies concerned.

6. The Committee noted the report on the progress of the Mid-Canada line.

b) Press Visits to the Early Warning Lines (Confidential)

7. Mr. Macdonnell reported that it had been agreed at the last meeting of the P.J.B.D. that press visits to the D.E.W. line were desirable but that the first should not be held until the spring. In the meantime the security policy would be modified to allow such visits. The U.S. Section had accepted the suggestions of the A.C.N.D. and had agreed that:

- (a) there should be a preliminary briefing in either Ottawa or Churchill;

- (b) an officer of the Department of Northern Affairs should accompany the party;
- (c) every effort would be made to present the D. E.W. line in its true perspective as part of the continental air defence system;
- (d) there should be equal representation from both countries.

8. General Foulkes said the Minister of National Defence had suggested to the U.S. Secretaries for Defence and the Air Force that they visit the D.E.W. line, as part of a tour of defence installations in Alaska, Canada, and Greenland, probably in March. The first press visit to the line would be later than this tour but it was hoped that the invitations could be issued at the same time that the tour for the U.S. officials was announced.

9. The Committee noted the report on press visits to the early warning lines.

(c) Year-Round Maintenance of the Haines Cut-Off Road (Confidential)

10. General McNaughton reported that at the last meeting of the P.J.B.D. the U.S. Section had fully recognized the Canadian position regarding year-round maintenance of the Haines Cut-Off Road. It had been agreed that Canadian and U.S. Army engineers would investigate the problem of maintaining the pipeline in winter which might be solved by the use of over-snow vehicles or helicopters.

11. The Committee noted the report on year-round maintenance of the Haines Cut-Off Road.

II. Briefs Presented to the Royal Commission on Canada's Economic Prospects by the Commissioners of the Northwest and Yukon Territories (Confidential)

12. Mr. Robertson explained that the Royal Commission on Canada's Economic Prospects had asked the Yukon and Northwest Territories to present briefs. The Cabinet had agreed that this would be appropriate provided it was made clear that the briefs were sponsored by the territorial governments and were not an expression of Federal Government policy. To disassociate the briefs from the Federal Government they were presented to the Royal Commission in Edmonton rather than in Ottawa and were not referred in advance to the A.C.N.D. or any other federal agency. The Royal Commission had questioned the need for the Great Slave Lake railroad at the present time and suggested that an estimate of the possible economic effects of the railroad should be prepared.

(Secretary's memorandum Document ND-147 dated November 23, 1955).

13. General McNaughton said the briefs would continue to be very useful because they contained under one cover a great deal of well prepared information and reasoned proposals.

14. The Committee noted the report on the Yukon and Northwest Territories briefs to the Royal Commission on Canada's Economic Prospects.

III. Report of the Transportation Sub-Committee (Confidential)

15. Mr. Baldwin reported that at the Transportation Sub-Committee's meeting on November 14 the supply of the D.E.W. line sites in the Western Arctic had been discussed. A report prepared by the working group of the Sub-Committee indicated that next year the only additional D.E.W. line freight which could be handled by Canada would be that which could be carried direct to sites by river barges. It had been estimated that eight sites could be supplied in this way next summer. In subsequent years it would be possible for Canada to supply all sites in the Western Arctic if suitable ships and transshipment facilities were available. With small improvements the Mackenzie River could handle all the freight. For lateral movement small tankers with a loaded draught of 13 ft. or less would be necessary. It was known that the United States had a number of ships meeting these requirements in inactivation at San Francisco. If these vessels were suitable the Department of Transport could probably suggest the names of several Canadian companies which might be willing to operate them. In addition to the vessels, fuel storage and trans-shipment facilities would be required at Tuk Tuk. Approximately two-thirds of the freight would be POL and the remainder dry cargo. The Canadian views on the supply of the Western Arctic would be discussed at a meeting with U.S. officials early in December.

(Secretary's memorandum Document ND-148 dated November 23, 1955).

16. General McNaughton said that facilities required at Tuk Tuk should be owned and operated by Canada. The wharf might be built by the Canadian Government, and the Imperial Oil Company should be approached to see if they would provide the required fuel storage. Ship repair facilities might also be needed.

17. General Young said the Department of Public Works would presumably be responsible for building the wharf. A preliminary investigation had been carried out at Tuktuk last summer but more information would be required.

18. Captain Cuthbert said the wharf should be approximately 250 ft. long by 50 ft. wide and connected by a pipeline to the fuel storage.

19. Mr. Robertson pointed out that construction materials would have to be shipped to Tuktuk in 1956 if the wharf and fuel storage were to be used in 1957. Since the volume of freight on the river in 1957 would be as great as or greater than in 1956 there would be no advantage in delaying shipment.

20. The Committee noted with approval the plan for supplying the western part of the D.E.W. line, and agreed that

- (a) ownership of the facilities required at Tuktuk should be Canadian;
- (b) the Department of Public Works should begin planning the construction next summer of a wharf at Tuktuk;
- (c) the Imperial Oil Company should be approached regarding the construction of fuel storage at Tuktuk.

IV. Development of the Mackenzie River Route (Unclassified)

21. Mr. Robertson said two important improvements to the Mackenzie River system would be the Great Slave Lake railroad and the Mills Lake road. The Department of Northern Affairs and National Resources was collecting additional information about the railroad which would be distributed to the Committee. Work on the Mills Lake road had been started last summer and the Department of Northern Affairs and National Resources had provided \$1,000,000 in their estimates to continue the work in. 1956.

(Secretary's memorandum Document ND-149 dated November 23, 1955).

22. Commissioner Nicholson suggested that when the additional information on the Great Slave Lake railroad was ready, the Committee should discuss the project thoroughly with a view to making a recommendation to the Cabinet. A somewhat different approach from that in the Northwest Territories brief to the Royal Commission should be used.

23. Mr. Stead said that the Committee might consider how construction of the railroad could be financed. It would be helpful if some method could be found to avoid the cost being concentrated in one or two years of the Federal Government budget.

24. General Young said a pre-engineering study of the Mills Lake road would be necessary before tenders for construction could be called.

25. Mr. Robertson suggested that to avoid delay work might continue on a day-labour basis while the engineering studies were being made. Officials of the Giant-Yellowknife Mine had recently made an informal offer to build the road at cost.

26. Mr. Baldwin reported that provision was being made in the Department of Transport estimates for improving aids to navigation on the Mackenzie River.

27. The Committee noted the report on the development of the Mackenzie River system and agreed:

- (a) to discuss the Great Slave Lake railroad as soon as additional information was available;
- (b) that the Mills Lake road was important to the development of the north;
- (c) that the Departments of Public Works and Northern Affairs should investigate the offer of the Giant-Yellowknife Mine to construct the Mills Lake road at cost.

V. Report of the Construction Sub-Committee (Unclassified)

28. General Young reported that at its last meeting the Construction Sub-Committee had established a working group to assist in the location of a suitable airstrip site at Aklavik. A site which appeared to be excellent from air photographs had been found about six miles from the town. It had been recommended that a rock-crushing plant be acquired for delivery at Waterways before break-up. Since the plant would be used for a number of purposes, it might be purchased by the Department of Northern Affairs and National Resources and the cost charged against the various parts of the Aklavik project in proportion to the use made of it.

(Secretary's memorandum Document ND-150 dated November 23, 1955).

29. Mr. Legget said the purchase and delivery of the rock crusher should be given high priority. If the airstrip were to be ready for use when large-scale construction began in the summer of 1957 work should begin as soon as possible in 1956. Although the amount of crushed rock needed for the airstrip could not be estimated accurately until the ground survey had been made, the plant should be large enough to cover all anticipated needs at Aklavik. Even if the plant purchased was somewhat larger than the survey showed to be necessary the additional cost would be small and would be more than repaid through economies effected by delivering the plant early in the season. A major saving in time and effort would result if it arrived when the water level in the river was high so that it could be floated to the airstrip site.

30. Mr. Robertson said the Department of Northern Affairs would require a supplementary appropriation to purchase a rock-crushing plant. Details on the type of plant would be obtained from the Department of Transport.

31. The Committee noted the report of the Construction Sub-Committee and agreed that a suitable rock-crushing plant should be acquired in time for delivery at Waterways before break-up.

VI. Co-ordination of Military and Civil Medical Facilities (Confidential)

32. Mr. Robertson reported that the working group from the departments interested in northern health facilities had recently held several meetings to consider co-ordination of civil and military medical requirements. The need for medical facilities in the north was increasing and it had been hoped to combine civil and military requirements at some points on the early warning lines. It was clear however that the operators of the early warning lines would provide minimum facilities only and it would be necessary for Northern Health Services to plan to meet their commitments independently. The early warning line authorities were however being kept informed of these plans. The working group had agreed that nursing stations would be required at FOX, CAM, and TUKTUK and a hospital at Frobisher.

(Secretary's memorandum Document ND-151 dated November 23, 1955).

33. Mr. Stead said the need for the various units had been established. The time of construction would have to be balanced within the Department of National Health and Welfare with Northern Health Services' other commitments.

34. Dr. Procter said Northern Health Services had no major commitments other than the hospitals at Whitehorse and Aklavik, for which provision had already been made. The working group had suggested that the nursing station at FOX was necessary first followed by those at TUKTUK and CAM. Although CAM had more potential patients than FOX, a temporary nursing station was already being established there in former R.C.M.P. quarters. There was a nursing station at Frobisher but the proposed hospital would serve as a base hospital for most of the Baffin Island area. Some type of town planning should be carried out at those places such as Tuktuk where additional building was planned, or public health problems would undoubtedly arise.

35. Mr. Cunningham pointed out that if the nursing station at FOX was to be ready for use by the end of 1957, planning should begin immediately. In the more remote parts of the Arctic two years were required for building, the first for delivery and stockpiling of supplies and the second for construction.

36. Mr. Robertson suggested that planning for the nursing station for FOX should begin immediately. A decision on when the other units were required could be made later.

37. The Committee noted the report on the co-ordination of civil and military medical facilities in the north and agreed that:

- (a) nursing stations at CAM, FOX, and TUKTUK, and a hospital at Frobisher were required;
- (b) planning for the nursing station at FOX should begin immediately and the other units phased into the programme of Northern Health Services.

VII. Operation Franklin (Unclassified)

38. Mr. Robertson referred to the report on Operation Franklin which had been circulated with the agenda.

(Secretary's memorandum Document ND-152 dated November 23, 1955).

39. Dr. Harrison said information gathered during the summer appeared to confirm the geological similarity between the Queen Elizabeth Islands and the Gulf Coast area of the United States. This held promise of extensive fuel resources in the region. Complete reports on the summer's work were being prepared and copies would be made available for distribution to the Committee.

40. Mr. Legget considered that Operation Franklin had been a most carefully planned and well executed programme. The Committee might consider congratulating the Geological Survey.

41. The Committee noted the report on Operation Franklin and agreed to congratulate the Geological Survey on the way in which it had been carried out.

VIII. Items of General Interest

(a) Proposed Exchange of Scientific Information on the North with Russia (Confidential)

42. Mr. Robertson reported that Mr. Pearson had suggested during his visit to Russia that there might be closer co-operation in northern scientific research. The suggestion had been well received. The Department of External Affairs was establishing a committee to consider how any exchange of information should be developed

(b) Visit of the National Research Council to Northern Canada (Unclassified)

43. Mr. Legget reported that the National Research Council was intending to visit northern Canada next summer. The regular June meeting of the Council would be held in Saskatoon followed by a tour which was being planned to include Uranium City, Yellowknife, Port Radium, Norman Wells, Aklavik, and Whitehorse.

(c) Exploration for Oil in Prince of Wales Island (Unclassified)

44. The Secretary reported that Mr. Wilbur Dow Jr., who in 1954 had organized an expedition to the Magnetic Pole in the "Monte Carlo", had formed the Barrow Strait Oil Company of Canada Limited of New York. The company had been issued permits to explore for oil and gas in an area of nearly 150,000 acres in and near Prince of Wales Island, and had paid \$1,500 in permit fees and a deposit of over \$7,000. The company was planning a seismic survey of the area next summer at a cost of approximately \$100,000.

(d) Geological Survey Reconnaissance of the Eureka Sound Area (Unclassified)

45. The Secretary reported that the Geological Survey was planning a geological reconnaissance of the Eureka Sound area next summer. The party would consist of two geologists, an Eskimo family, and two dog teams.

(e) Scientific Film on the Queen Elizabeth Islands (Unclassified)

46. The Secretary reported that the National Film Board was planning to make a scientific film describing the geography, history, and natural history of the Queen Elizabeth Islands. The party of two would be based at Eureka throughout the spring and summer of 1956.

IX. Other Business

47. There was no other business.

X. Date of Next Meeting

48. The Committee agreed to meet at 2.30 p.m., on Monday, January 9, 1956, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
December 6, 1955.

30. The thirtieth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2.30 p.m., on Monday, January 9th, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
General C. Foulkes, Chairman, Chiefs of Staff
Commissioner L.H. Nicholson, Royal Canadian Mounted Police
General A.G.L. McNaughton, Chairman* Canadian Section, P.J.B.D.
Mr. J.R. Baldwin, Deputy Minister of Transport
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
Mr. F.T. Davis., representing the Chairman, Defence Research Board.
Mr. R.F. Legget, representing the President, National Research Council.
Dr. P.E. Lore, representing the Deputy Minister of National Health.
Major J. Morrison, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. W.H. Barton, Department of External Affairs.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. J.E. Devine, Department of Transport.
Mr. C.H. Herbert, Department of Northern Affairs and National Resources.
Dr. J.S. Willis, Department of National Health and Welfare.
Loughead, Department of National Defence.
S/L S.S. Whetstone, Royal Canadian Air Force.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

1. Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

General Foulkes reported that the Chiefs of Staff had concurred in a U.S. proposal to alter the Pacific Sea Wing of the D.E.W. line to run via the Alaska Peninsula and the Aleutian Islands to Midway Island. The U.S. was considering a line through Greenland and Iceland to Europe for the eastern extension.

Mr. Loughead reported on the progress of the Line:

Sealift 1956

Revised figures for the 1956 sealift were 63,000 measurement tons for the central part of the line, 61,000 measurement tons for the eastern parts and 9,100 short tons for delivery by barge down the Mackenzie River.

Land Transportation

The Western Electric Company had been advised that approval would not be given to the proposed operations of Alaska Freight Lines until the detailed plans had been submitted to the Canadian departments concerned.

Airlift

Approximately 30,000 tons, implying business worth thirteen to fifteen million dollars, would be available for airlift by Canadian commercial carriers during the winter. U.S.A.F. aircraft would carry approximately 1,100 tons of outsize equipment; they would fly from U.S. bases direct to eastern sites returning to Frobisher to refuel; those serving western sites would refuel at Naino and Churchill. The Air Transport Board was reviewing air-lift rates. The Department of Transport had requested the R.C.A.F. to increase search and rescue facilities during the supply operations. The provision of bulk storage for aviation gasoline at certain sites was being studied and the Department of Transport and the R.C.A.F. had been asked to state their requirements.

Construction

Construction was proceeding satisfactorily.

Procurement

Commitments so far totaled approximately 150 million dollars. Some 91 million dollars was authorized for Canadian contracts.

Siting Reports

A set of siting reports was being sent to the Chairman of the A.C.N.D. for the use of all Canadian government departments.

Security

The D.E.W. line security had been downgraded to unclassified, and modified to allow press visits.

Press Tour

The joint Canada/U.S. press tour of the continental air defence system was being planned for early in April. The Director of Public Relations of the Department of National Defence was co-ordinating arrangements.

Logistics Planning

Canadian government departments had examined the U.S.A.F. draft logistics plan for the D.E.W. line, and their comments had been forwarded to the appropriate United States officials. In general the United States had been advised that the plan did not reflect sufficiently the provisions of the exchange of notes on the construction of the line, and did not make adequate provision for consultation with Canadian agencies. The U.S.A.F. had indicated that they did not intend to establish support bases for the D.E.W. line in Canada.

Employment

The Department of Northern Affairs had requested information on the positions that might be filled by

Eskimos during the operational phase in order that their training could be begun. The Western Electric Company had referred the request to the U.S. A.F. who had indicated that they would like to employ Eskimos but not yet provided any details of positions.

Mr. Robertson enquired about the possibility of de-classifying the locations of D.E.W. sites since they were becoming generally known.

General Foulkes said that, while it was impossible to keep the location of individual sites secret, the Department of National Defence wanted to protect the complete list of sites. Official confirmation of locations would assist in the compilation of such a list.

Mr. Loughhead reported that the R.C.A.F. was re-examining the security policy for all the warning lines.

Mr. Robertson said the Governor General was planning a tour of the north towards the end of March. Government House would like his tour to take place before the Canada/U.S. press tour of the early warning lines. Press representatives would be invited to accompany the Governor General's party on the clear understanding that they would not report on D.E.W. line activities.

General Foulkes considered that it should be possible by choosing the press representatives carefully to obtain reasonable assurance that they would not report on D.E.W. line matters. They should be advised that a comprehensive tour of the early warning system would take place shortly after their trip, and should not be briefed on D.E.W. activities.

The Committee noted the report on the progress of the D.E.W. line.

(ii) Mid-Canada Line

S/L Whetstone reported on the Mid-Canada Line. Good progress was being made in construction particularly at Dawson Creek, Cranberry Portage, and Great Whale River. The section control stations at Stony Mountain, Bird, Winisk, and Knob Lake were the least advanced. The overland movement of supplies by tractor train was being carried out by the Hudson Bay Freight

Forwarding Company between Moosonee and Lake River, and the Patricia Transportation Company between Lake River and Gillam. At Moosonee Austin Airways was constructing a 5,000-ft. airstrip. An experiment was being carried out at Winisk to determine the feasibility of dredging a channel by excavating through the ice. If this proved successful, dredging would be done at Fort Severn and Great Whale River also.

The Committee noted the report on the progress of the Mid-Canada line.

II. Sea Supply of the Western Arctic (Confidential)

Mr. Baldwin reported that early in December representatives of the Department of Transport had met in New York with U.S. officials to outline Canadian proposals for supplying D.E.W. sites in the Western Arctic. A memorandum, based on the discussions at this meeting, had been drafted recommending that Canada assume responsibility for the supply of the Western Arctic. If the Committee approved, the memorandum would be submitted to the Cabinet immediately so that a report could be made to the P.J.B.D. at its next meeting on January 16. The main problem in the Western Arctic would be finding personnel to operate the coastal vessels, and all organizations with experience in the Arctic would be given an opportunity to participate. It had been suggested that Northern Transportation Company, as the main carrier on the river, be made responsible for the operation. Alternatively the companies involved might enter into contracts directly with the Department of Transport, rather than sub-contracting through the Northern Transportation Company.

(Secretary's memorandum Document ND-153 dated January 5, 1956).

Commissioner Nicholson suggested there might be some difficulty in getting other shipping organizations to work with the Northern Transportation Company, whom they regarded as commercial rivals.

General McNaughton said the Canadian proposals would prove very acceptable to the United States. Full use should be made of Northern Transportation Company's experience on the river, but he would like to see the R.C.N., who had recently gained valuable experience in the north, play a leading part in the coastal operation particularly in the early stages.

The Committee noted with approval the draft memorandum on the supply of the Western Arctic, and agreed that it should be submitted to the Cabinet as soon as possible.

III. S.A.S. Trans-Polar Services (Unclassified)

Mr. Robertson said that the report on the proposed Scandinavian Airlines System Trans-Polar Service had been prepared for the information of the Committee.

(Secretary's memorandum Document ND-154 dated January 5, 1956).

The Committee noted the report on the proposed S.A.S. trans-polar service.

IV. Canadian Use of the Haines-Fairbanks Pipeline (Confidential)

Mr. Robertson explained that the agreement between Canada and the United States on the construction of the Haines-Fairbanks Pipeline provided that this pipeline and the Whitehorse-Haines Junction pipeline could be used to meet Canadian civil needs when this did not interfere with military requirements. The Department of Northern Affairs and National Resources had been given responsibility for acting on behalf of the Canadian government. The department had recently been asked by Royalite Oil Company Limited, a private petroleum company, to request the United States to transport petroleum products on their behalf from Haines to 'Whitehorse.

(Secretary's memorandum Document ND-155 dated January 5, 1956).

Mr. Herbert said the Haines pipeline could easily handle the amount of petroleum products Royalite had in mind, but the granting of one request might lead to others.

Macdonnell considered that the Ministers of External Affairs and Northern Affairs and National Resources should be consulted before any requests were made to the United States.

General McNaughton suggested that at the next meeting of the P.J.B.D. the United States could be asked informally about their plans for the 4" pipeline from Skagway to Whitehorse and the 3" pipeline from Haines Junction to Whitehorse. There was a defence interest in the continued operation of the lines in the Yukon. When the United States was ready to dispose of them they might be turned over to the Northwest Highway System at little cost.

General Foulkes said he would determine the Army's views on taking over the pipeline when they were declared surplus by the United States.

The Committee agreed that no action should be taken on the Royalite request until after the next meeting of the P.J.B.D., when the U.S. would be asked informally about their plans for the disposal of the 3" and 4" lines.

V. The International Geophysical Year

Mr. Robertson said the report of the Canadian International Geophysical Year programmes had been prepared for the information of the Committee.

(Secretary's memorandum Document ND-156 dated January 5, 1956).

Mr. Legget reported that the International Union of Geodesy and Geophysics would meet in Canada in 1957. The meetings would be held during the summer at the University of Toronto.

The Committee noted the report on the Canadian International Geophysical Year programme.

VI. Progress Report on the Relocation of Aklavik

Mr. Robertson said that Mr. Merrill, project manager for the relocation of Aklavik, had prepared a report on progress up to October, 1955. Copies of this report had been distributed for the information of the Committee. The 1956 programme included further work on the preparation of the site, stock-piling of materials and the construction of the airstrip. In 1957 major construction would get under way.

(Secretary's memorandum Document ND-157 dated January 5, 1956).

The Committee noted the report on the progress of the relocation of Aklavik.

VII. Item of General Interest

(a) Visit of the Governor General to the Arctic

Mr. Robertson reported that the Governor General was planning to visit the Canadian Arctic towards the end of March. His itinerary included Frobisher Bay, Resolute, Cambridge Bay, Tuktoyaktuk, Aklavik, Norman Wells and Whitehorse. He would spend Easter at Aklavik.

(b) Measles at Southampton Island

Mr. Rowley reported that a serious outbreak of measles had occurred on Southampton Island in December. There had been at least eighty cases. A doctor and two nurses were sent in to the island by the Department of National Health and Welfare and the epidemic was now understood to be under control. Only one death had been reported so far.

(c) Presentation of a Mace to the Council of the Northwest Territories

Mr. Robertson reported that on 17 January a mace would be presented by His Excellency the Governor General to the Council of the Northwest Territories. The mace was largely of Eskimo workmanship and was made of materials from the Northwest Territories.

VIII. Other Business

There was no other business.

IX. Date of Next Meeting

The Committee agreed to meet on Monday, February 6th, at 2.30 p.m., in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
January 19, 1956.

31. The thirty-first meeting of the Committee was held in the Privy Council Committee Room, East Block, at 3:30 P.M., on Monday, February 6, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman),
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.,
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys,
Mr. K.W. Taylor, Deputy Minister of Finance,
Dr. G.D.W. Cameron, Deputy Minister of National Health.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.
Mr. C.S. Booth, representing the Deputy Minister of Transport.
Mr. R.F. Legget, representing the President, National Research Council.
Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.
Major J. Morrison, representing the Secretary to the Cabinet.
Mr. T.A. Harwood, representing the Chairman, Defence Research Board.
Mr. Jean Boucher, representing the Deputy Minister of Citizenship and Immigration.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. G.Y. Loughhead, Department of National Defence.
G/C E.C. Poole, Department of National Defence (R.C.A.F.).
Mr. A. Watson, Department of Transport.
Mr. C.H. Herbert, Department of Northern Affairs and National Resources.
Mr. G.G.E. Steele, Department of Finance.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 30th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line.

Customs

2. Arrangements for clearing supplies to be flown direct to sites from U.S. bases had been discussed with the Department of National Revenue.

Oil Storage

3. The Department of Northern Affairs and National Resources did not consider it necessary to examine the engineering plans for construction of bulk oil storage since it was unlikely that leakage would be sufficient to affect game or water supply at the sites.

Press Tour

4. At a recent meeting in Washington it had been agreed that the press tour of the continental air defences would begin about March 25 with a briefing in New York and last about ten days. The press party of fifteen Canadians and fifteen Americans would include journalists, photographers, and radio representatives and would travel in a U.S.A.F. Globemaster aircraft along the D.E.W. line from east to west. Where there was no accommodation the party would sleep on board the aircraft. Canadian and U.S. security officers would travel with the party to advise on preparation of copy, but no material would be released until it had been cleared after completion of the tour. Until this material was released it was important that journalists accompanying the Governor General's tour did not refer to the Mid-Canada or the D.E.W. line except in general terms.

U.S.A.F. Logistics Plan

5. Canadian observers were currently attending a meeting in Dayton, Ohio, to consider a revised U.S.A.F. logistics

plan. It was understood that all the points raised by Canadian officials after considering an earlier draft had been covered in the revised version.

Operation of the Line

6. The U.S.A.F. was reviewing bids for the contract to operate the D.E.W. line. The number of bids received was not known and it would probably be some time before the contract was awarded.
7. Dr. Hume reported that the International Nickel Company had enquired informally whether a prospecting party travelling by light aircraft could land and refuel at D.E.W. line airstrips during the summer. The Company planned to carry out geological reconnaissance between Aklavik and Wager Bay.
8. Mr. Harwood said he had heard reports that other companies were basing plans on the use of D.E.W. line airstrips.
9. Mr. Loughead considered it unlikely that fuel would be available at D.E.W. line sites for sale to private aircraft during the coming summer. The Canada-U.S. agreement on the D.E.W. line provided that D.E.W. line airstrips could be used by civil aircraft when this would not conflict with military requirements, but the United States would probably discourage this use until after the D.E.W. line was in operation.
10. General McNaughton agreed there would probably be very strong U.S. resistance to civilian use of D.E.W. line airstrips until construction was complete.
11. Commissioner Nicholson said that, while there could be a valid objection to opening the airstrips to civil aircraft during the construction period, it should be understood that they would be available once the line was in operation.
12. Mr. Robertson suggested the United States might be informed that the first requests for civilian use of D.E.W. line airstrips had been received. The Secretary could prepare a paper for the Chairman of the Canadian Section, P.J.B.D.
13. The Committee noted the report on the progress of the D.E.W. line and agreed that the Secretary should prepare a paper on civilian requests for the use of D.E.W. line airstrips.

(ii) Mid-Canada Line

14. G/C Poole reported that progress on the Mid-Canada line varied from section to section; at Dawson Creek the buildings were now two-thirds complete, but at Knob Lake construction was considerably slower. Good progress was being made on the doppler detection stations as far east as Bird. Installation of detection equipment was expected to begin on schedule in April. Construction of an airstrip on Bear Island was being considered but it would probably not be built unless it appeared likely to be of use to other government agencies.

15. A request had been received from a civil air company for food, fuel, and landing rights at Great Whale River. It had been decided that there would be no civil use of the airstrip during the construction period unless the aircraft were being operated on government business.

16. The Committee noted the report on the progress of the Mid-Canada line.

(b) Sea Supply of the Western Arctic (Confidential)

17. Mr. Booth reported that the Cabinet had approved the proposal that Canada assume responsibility for the sea supply of the western portion of the D.E.W. line. A letter was being sent to the United States through the P.J.B.D. requesting that six small tankers and three dry cargo coasters be provided for this purpose. These ships were known to be available in the U.S. reserve fleet and the United States had already agreed to the proposal in principle. The Northern Transportation Company would probably carry out the supply during the first year at cost plus 10%. Subsequent years would probably be on a cost plus fixed fee basis.

18. Mr. Macdonnell said the rates charged by Northern Transportation Company would have to be negotiated with the Western Electric Company. In principle the United States would be opposed to any organization making a profit with ships obtained from the reserve fleet.

19. Mr. Watson reported that the Department of Transport would again handle Canadian Government shipping requirements in the Western Arctic, and was planning to undertake the supply of the Foxe Basin area in 1957. The Department of Public Works would construct a dock at Tuk Tuk during the coming summer to handle transshipment of supplies, and the Northern Transportation Company would provide the bulk fuel storage and warehousing there.

20. The Committee noted the report on the sea supply of the Western Arctic.

(c) Canadian Use of the Haines-Fairbanks Pipeline (Confidential)

21. Mr. Robertson referred to the discussion at the last meeting when it had been agreed that no action should be taken on the request from a Canadian commercial carrier for the transport of petroleum products through the Haines-Fairbanks pipeline until U.S. plans for disposing of the 3" and 4" Canol lines had been determined informally at the P.J.B.D.

22. Mr. Macdonnell said the U.S. Section had stated at the last meeting of the P.J.B.D. that the Haines-Fairbanks pipeline was not yet fully operational and that some sections were causing great difficulty. As a result the U.S. Army was not at present prepared to dispose of the smaller pipelines, or to carry oil for commercial companies in the larger line. More information would be provided at the April meeting of the P.J.B.D.

23. The Committee noted that the U.S. Army was not yet prepared to dispose of the 3" and 4" Canol pipelines or to carry fuel in the Haines-Fairbanks pipeline for commercial companies.

II. Report of the Construction Sub-Committee (Confidential)

24. Mr. Robertson said the progress report on the federal government 1955 building programme in the north and the summary of proposed government construction in the north for 1956, prepared for the Construction Sub-Committee, had been distributed for information.

(Secretary's memoranda Documents ND-153 and ND-159 dated February 2, 1956).

25. The Committee noted the progress report on the government's 1955 construction programme in the north and the summary of proposed construction for 1956.

III. Alaska Freight Lines (Confidential)

26. Mr. Robertson explained that last August Alaska Freight Lines had been given permission to operate during the coming winter on the road they had established last year from Circle, Alaska, to Shingle Point in the Yukon. Reports had indicated however that Alaska Freight Lines were using very different routes but had again failed to request permission from the Canadian authorities, and to arrange customs, immigration and other clearances.

27. At a meeting on January 27, the Company had therefore been instructed to cease all operations in Canada until the Canadian Government were satisfied that the necessary clearances had been obtained. During the next few days officers of the Company visited various Canadian Government offices and substantial progress was made. Accordingly, Alaska Freight Lines were informed on February 2 that their operations in Canada could be resumed.

(Secretary's memorandum Document ND-160 dated February 2, 1956).

28. Mr. Macdonnell said that the Canadian Ambassador in Washington had been instructed to bring the matter to the attention of the U.S. authorities orally as an example of the type of difficulty which could develop when U.S. agencies operating in Canada failed to comply with Canadian regulations.

29. The Committee noted the report on Alaska Freight Lines operations in northern Canada.

IV. Economic Conditions among the Native Population of the Northwest Territories (Confidential)

30. Mr. Robertson reported that at their recent session the Northwest Territories Council had discussed at length the critical economic problems facing many residents of the Northwest Territories. One elected member had stated it was no longer possible for those dependent on trapping to obtain a living and had suggested that the government support fur prices. It was realized, however, that there were so many problems connected with such a plan that it probably would produce only very limited benefits. The Council had passed a resolution asking the Minister of Northern Affairs and National Resources either to propose a price support programme to the Cabinet or alternatively to take all possible steps to stimulate economic development in the Territories.

31. The Minister of Northern Affairs and National Resources was considering recommending to the Cabinet that fur price support should not be adopted because of its doubtful value. He was proposing to suggest instead that the departments of Northern Affairs and Finance be instructed to study ways of stimulating economic development in the north including the early construction of a railroad to Great Slave Lake. Their findings would be examined by the A.C.N.D. with a view to making a recommendation to the Cabinet. Mr. Lesage had asked for the committee's opinion on this proposal.

(Secretary's memorandum Document ND-161 dated February 2, 1956).

32. Mr. Taylor agreed with this approach to the problem. A small group should be convened by Northern Affairs to make an intensive study of the question for consideration by the A.C.N.D. The study might be in two parts; the first concerned with interim measures which might be required to alleviate the immediate problem, and the second a programme for long-term economic development, perhaps looking ten, twenty or even thirty years ahead.

33. Mr. Boucher said the problems faced by trappers in the Northwest Territories were found throughout the bush country and in some instances a case might be made for some form of fur price support. Rather than recommending against fur price support, the Minister of Northern Affairs might say only that fur price support did not seem an adequate solution to the economic problems of the Northwest Territories. The depressed conditions in the Territories affected the whole trapping population and not only the natives. The Department of Citizenship and Immigration would like to be represented on the group studying this problem.

34. Mr. Robertson said the main hope for increased economic activity lay in the development of mineral resources. In the past mining had provided employment for only a few natives but with increased education and vocational training this should change. There would also be employment opportunities in secondary industries, particularly agriculture and lumber operations, which would develop in association with mining. Though mineral development in the immediate future would probably be centered around Great Slave Lake, other areas would benefit by the spreading out of economic activities.

35. Commissioner Nicholson considered that, in view of the terms of reference of the A.C.N.D., it would be most appropriate for the committee to study the report of the Working Group and to recommend to the Cabinet how economic development of the north might be promoted.

36. The Committee noted that

- (a) the Minister of Northern Affairs and National Resources would suggest to the Cabinet that fur price supports would not provide a satisfactory solution to the economic problems facing the residents of the Northwest Territories;

- (b) the Minister of Northern Affairs and National Resources would recommend that the Departments of Northern Affairs, Finance, and Citizenship and Immigration be instructed to make a study of the problem, for examination by the Committee with a view to making recommendations to the Cabinet.

V. Vertical Air Photography of the Canadian Arctic Archipelago (Confidential)

37. Dr. Hume explained that the government's present programme of vertical air photography of the Canadian mainland would be completed by 1957. The commercial air survey companies had built up staff and equipment which would become redundant unless the programme were extended to the Arctic archipelago. The trimetrogon coverage already available was satisfactory for maps on a scale of eight miles to the inch but vertical photography would be needed for more detailed mapping. The Department of Mines and Technical Surveys did not require the vertical coverage for its own purposes at the present time.

(Secretary's memorandum Document ND-161 dated February 2, 1956).

38. Brigadier Rothschild stated that the Department of National Defence mapping programme determined by the Basic Security Plan required vertical coverage of the Arctic archipelago before 1962. This was being phased over a number of years and was related to the progress of Shoran coverage.

39. Mr. Taylor said there did not appear to be any immediate civil requirement. A decision on whether the programme should be extended to the Arctic Islands would depend on its priority in relation to other defence requirements and should be made when the 1957-58 estimates were prepared.

40. Mr. Booth suggested that if the government's air photo programme were coming to an end the survey companies would have to reduce their staff or find work elsewhere.

41. The Committee agreed that the requirement for extending the programme of vertical air photography of the Arctic archipelago should be examined by the Departments of Mines and Technical Surveys and National Defence and a decision made before the 1957-58 estimates were prepared.

VI. Items of General Interest:

(a) January Meeting of the Council of the Northwest Territories (Unclassified)

42. Mr. Robertson reported that at the January meeting of the Council of the Northwest Territories the Revised Ordinances of 1956 were passed. This was the first consolidation of Northwest Territories ordinances since 1898.

(b) R.C.A.F. Shoran Transmitting Sites in Greenland (Confidential)

43. Mr. Rowley reported that the Danish Government had given permission for the establishment of two temporary R.C.A.F. Shoran transmitting stations in Greenland. The stations were required to provide Shoran control in the eastern part of the Canadian Arctic Archipelago.

(c) U.S.A.F. Experimental Stations Along the Greenland Ice Cap (Confidential)

44. Mr. Rowley reported that the U.S.A.F. was planning to establish six experimental stations between Søndre Strømfjord and Scoresby Sound. The stations would be occupied from March to September with six people at each, and supply would be by air or tractor train.

(d) Itinerary of the Governor General's Northern Tour (Confidential)

45. Mr. Rowley reported that the Governor General's tour of the Arctic would last from March 20 to April 5. He would visit Great Whale River, Frobisher, Kivito, Resolute, Cambridge Bay, Tuktoyaktuk, Aklavik, Norman Wells and Whitehorse; from Resolute he would fly over the North Pole.

VII. Other Business

46. There was no other business.

VIII. Date of Next Meeting

47. The Committee agreed to meet on Monday, March 12, at 2:30 P.M., in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
February 17, 1956.

32. The thirty-second meeting of the Committee was held in the Privy Council Committee Room, East Block at 2:30 p.m., on Monday, March 12th, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Commissioner L.H. Nicholson, Royal Canadian Mounted Police
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Dr. G.D.W. Cameron, Deputy Minister of National Health
General C. Foulkes, Chairman, Chiefs of Staff
Mr. A.H. Zimmerman, Chairman, Defence Research Board
General H.A. Young, Deputy Minister of Public Works.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs
Mr. C.S. Booth, representing the Deputy Minister of Transport
W. R.F. Legget, representing the President, National Research Council
Mr. G.W. Stead, representing the Deputy Minister of Finance
Mr. J.R. Kirkconnell, representing the Deputy Minister of Mines and Technical Surveys
Mr. J. Boucher, representing the Deputy Minister of Citizenship and Immigration
Major J. Morrison, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughead, Department of National Defence
G/C E.C. Poole, Department of National Defence (RCAF)
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 31st Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughhead reported on the progress of the D.E.W. line.

U.S.A.F. Logistics Plan

2. One copy of the U.S.A.F. logistics plan, revised after the February 7th meeting in Dayton, Ohio, had been received in Ottawa and others were expected shortly. They would be distributed to interested departments for comment.

Operation of the Line

3. The Federal Electric Company, a subsidiary of the international Telephone and Telegraph Company, would be awarded the contract for the operation of the D.E.W. line. Mr. W.H. Huck, Assistant Deputy Minister of Defence Production, was going to New York about March 19th to discuss the proposed contract with U.S. authorities. The announcement of the contract award would be agreed with Canadian authorities prior to release.

4. General Foulkes recalled that the United States had been given permission to operate the D.E.W. line for the first three years, when the possibility of Canadian operation would then be reconsidered. It would seem advisable that a statement to this effect be made in the House before it was announced that a U.S. company had been awarded the contract to operate the line.

Sea Supply of the Western Arctic

5. No reply had yet been received to the letter outlining the Canadian proposals for the sea supply of the Western Arctic.

Bulk Fuel Storage

6. The D.E.W. Project Office had been advised that there was no R.C.A.F. or D.O.T. requirement for bulk fuel storage at any of the D.E.W. stations.

Construction

7. Construction was proceeding in a satisfactory manner apart from a fire at FOX on February 5th which had destroyed some of the modules. A number of sites in the Central section of the line had been closed down for the winter and would be reopened

before the end of March. Construction was proceeding at all sites in the Eastern section.

Airlift

8. Arrangements had been made for a weekly tonnage statement to be sent to the D.O.T. and Air Transport Board. The airlift in the Western section appeared satisfactory but there was some concern regarding the eastern airlift.

Labour

9. A recent Department of Labour survey indicated that labour conditions on the line were generally satisfactory. The Northern Construction Company had 1200 employees on the line and the Foundation Company had 2500. The Northern Construction Company wished to replace some of the Eskimos with imported labour because the Eskimos were not able to perform heavy lift work. It was understood that some objection to this had been raised by the local Northern Service Officer.

10. Mr. Robertson said the Department of Northern Affairs and National Resources had just heard of this difficulty and had asked the Northern Service Officer for a report. There could be no objection to replacing Eskimos who were not capable of doing the work for which they were hired.

Health and Welfare Survey Team

11. A Department of National Health and Welfare Survey team was currently travelling in the north and in the D.E.W. line area. The Northern Construction Company had asked the Western Electric Company whether they should charge for meals for the party.

12. Dr. Cameron said the members of the survey team would be prepared to pay for their meals.

Press Visit

13. Arrangements for the forthcoming Press tour of the D.E.W. line were proceeding satisfactorily. The trip would begin with a briefing in New York on March 26th and end in Ottawa on either April 3 or 4. The R.C.A.F. and U.S.A.F. would clear all copy

submitted by Canadian and U.S. correspondents respectively.

Alaska Freight Lines

14. Mr. Loughead stated that he had received the following telegram from the D.E.W. Project Office in New York:

“DEWJPO 17. REF TELECON THIS DATE ALASKA FREIGHT LINES. CHIEF DEWJPO, SUBJECT TO CANADIAN APPROVAL, PROPOSES GRANT AUTHORITY TO WEC_o TO NEGOTIATE CONTRACT WITH ALASKA. FREIGHT FOR TRANSPORTATION OF FOUR THOUSAND AND THIRTEEN TONS POL NAMELY ME AND AV GAS FROM 1956 SEALIFT SEATTLE. TONNAGE TO BE SHIPPED 31 MAR TO ALASKA THENCE THROUGH EAGLE TO DEW SITES EXCLUDING MACKENZIE DELTA AREA. TONNAGE TO BE DELIVERED BY 30 AUG 56. IF UNABLE TO DELIVER BY CAT TRAIN THIS SPRING ALASKA FREIGHT LINES INTENDS TO USE CANADIAN MACKENZIE RIVER TRANSPORT FOR DELIVERY TO SITES. THIS TONNAGE HAS NO MATERIAL EFFECT ON CANADIAN WATER OR AIRLIFT TRANSPORTATION. EARLY REPLY FROM CANADIAN DEPTS WOULD BE APPRECIATED.”

Some weeks ago he had heard of a proposal from the Alaska Freight Lines to carry a very much larger tonnage, but this had not been acceptable to the Western Electric Company. This more modest proposal probably resulted from negotiations the Alaska Freight Lines had since carried on in Washington.

15. Mr. Robertson reported that the Alaska Freight Lines' movements in the Yukon had aroused widespread resentment in the territory where it was believed that the operation could be carried out by local operators, and that freight movements from the United States to Norman Wells should be through Skagway and Whitehorse rather than Valdez and Eagle. The plan originally prepared by the Alaska Freight Lines had been for movements north from Circle to the Arctic coast at Shingle Point and had not therefore been open to the same objections.

16. General McNaughton said the proposed movement was not in accordance with the arrangements agreed for the construction of

the line, and could establish a very unfortunate precedent.

17. Dr. Cameron recalled that at its last meeting the committee had discussed the pressing need for employment for residents of the Territories. They should be given a chance to carry out the movement of the D.E.W. line freight through the Territories.

18. Mr. Stead suggested that the Alaska Freight Lines might be required to sub-contract to Canadian operators any additional D.E.W. line freight they were allowed to carry in the Yukon and Northwest Territories.

19. General Foulkes said that the permission given to Alaska Freight Lines to carry 3,500 tons of freight on the Eagle-Norman Wells route had been a special case. Any additional request should be considered on its merits in relation to the need.

20. Mr. Robertson said it would be difficult to authorize additional movements by U.S. operators on this route unless it could be justified on the grounds of emergency. Since the freight involved in this case would be diverted from the 1956 sealift its delivery did not appear to be urgent.

21. The Committee agreed that the carriage of additional tonnage by Alaska Freight Lines in Canada should not be approved unless it were established:

- (a) that Canadian operators could not handle it, either by way of Eagle or, alternatively, by way of Skagway, Whitehorse and the Canol Road, and
- (b) that it was essential for the project that delivery take place before the 1956 sea supply operation.

(ii) Mid-Canada Line

22. G/C Poole reported on the progress of the Mid-Canada line.

Construction

23. The nature of the equipment and labour being used at the section control stations was gradually changing as construction was completed and the installation of the electronic equipment began.

Transportation

24. The tractor train project from Moosonee had lifted 4,000 of the 11,000 tons there but the operation would have to cease at the end of March or early in April. Heavy air-lift was continuing.

Operation of the Line

25. The contractor for the operation of the Mid-Canada line had been chosen and the final details of the contract were being worked out. The relationship between the military personnel and the civilian operator of the line had yet to be defined. As soon as agreement was reached on this point the contract would be signed.

Rearward Communications

26. A contract had been let for the construction of rearward communications from the Mid-Canada line.

(b) Sea Supply of the Western Arctic (Secret)

27. Mr. Macdonnell reported that no official reply had been received to the Canadian letter outlining proposals for the sea supply of the Western Arctic. However, the U.S.A.F. had advised the D.O.T. informally that they would probably ask that the plan be postponed for a year. U.S. officials had indicated that they were having difficulty obtaining funds to recondition the ships required by D.O.T.

28. General McNaughton said the D.E.W. line would go into operation in 1957 and if Canada did not provide the sea supply during the first season it might be more difficult to do so later.

29. General Foulkes said that Messrs. Wilson, Dulles, Campney and Pearson would visit the D.E.W. line early in April. If it seemed that there would be a hold-up in the Canadian plans for sea supply of the Western Arctic the problem might be resolved at that time.

30. The Committee noted the U.S. would probably ask that Canadian supply of the Western Arctic be postponed for a year, and agreed that in this case Mr. Campney and Mr. Pearson might raise the matter with Mr. Wilson and Mr. Dulles during their visit to the D.E.W. line.

(c) Study of Northern Economic Problems (Confidential)

31. Mr. Robertson reported that following the last meeting of the Committee the Minister of Northern Affairs and National Resources had recommended to the Cabinet that the Departments of Northern Affairs, Finance, and Citizenship and Immigration, be instructed to make a study of northern economic problems and their findings presented to the Committee with a view to making recommendations to the Cabinet. The Cabinet had agreed to this proposal and had requested that the working group give immediate consideration to the question of extending the tax exemption period for mines in the north. An interim report of the working group on this point had been made to their departments. It had been necessary to give this point immediate attention since it might be desirable to incorporate the recommendations of the working group in the forthcoming budget.

(Secretary's Memorandum Document ND-164 dated March 8, 1956).

32. The Committee noted the Cabinet approval of a study of northern economic problems and that the working group had prepared an interim report on the tax exemption period for mines in the north.

II. New Site of Aklavik - Report of the Engineering Consultants (Unclassified)

33. General Young said that on the recommendation of the Aklavik Sub-Committee engineering consultants had been appointed last spring to advise on the town planning and public utilities for the new Aklavik town site. The report of the engineering consultants had been distributed to the interested departments. The plan had been approved with some minor changes and was now being implemented. The main problem was whether a suitable airstrip site could be found. A site located on aerial photographs appeared to have excellent characteristics but this could only be confirmed when a party was able to examine it on the ground. The Northwest Territories Power Commission Act would be amended at the current Session of Parliament to allow the Commission to operate the central heating plant as well as the power station.

(Secretary's Memorandum Document ND-163 dated March 1, 1956).

34. Mr. Robertson reported that the plans for the Roman Catholic Mission buildings included basements. This conflicted with engineering advice that the ground should not be disturbed. Plans for all buildings at the new site

should be examined to ensure that their foundations were acceptable.

35. Mr. Legget agreed that the ground should not be disturbed. All buildings at the new town site should be built on pile foundations, since permafrost was present.

36. General Young suggested that all lots at the new site should be subject to a covenant that the building plans required the approval of the Department of Northern Affairs and National Resources.

37. The Committee noted the report of the engineering consultants on the town planning and utilities for new Aklavik and agreed that all lots at the new site should be subject to a covenant that the buildings required the approval of the Department of Northern Affairs and National Resources.

III. Probable Civilian Use of Air Fields on the D.E.W. Line (Confidential)

38. Mr. Robertson said that at the last meeting the Secretary had been instructed to prepare a paper on probable civilian use of D.E.W. line airfields.

(Secretary's Memorandum Document ND-165 dated March 8, 1956).

39. Mr. Macdonnell noted that food and accommodation at D.E.W. line stations were based on the contractor's requirements and civilians using the airstrips could not expect these services to be provided.

40. General Foulkes suggested that civilian use of D.E.W. line airstrips should be deferred until Canada was prepared to take over the operation of the D.E.W. line.

41. Mr. Robertson considered civilian use of the airstrips should be deferred until the construction phase of the project was completed. At that time the problem could be re-examined. In the meantime any requests should be referred to the R.C.A.F. for consultation with the U.S. authorities. Civilians using the airstrips would be expected to provide their own food, fuel, and accommodation.

42. Mr. Booth said a paper on the possibility of D.O.T. taking over the operation of the airfields at Fox, Frobisher and Cambridge Bay would be circulated for consideration by the Committee at its next meeting.

43. The Committee agreed that, except with R.C.A.F. approval, there should be no civilian use of D.E.W. line airstrips until construction of the line was completed. The matter could be reviewed at the end of the construction phase.

IV. U.S.A.F. Tenure at Frobisher (Secret)

44. Mr. Robertson explained that at the last meeting of the P.J.B.D. the U.S.A.F. had asked for some more definite tenure arrangements at Frobisher to assist in obtaining Congressional approval for construction of additional facilities there.

(Secretary's Memorandum Document ND-166 dated March 8, 1956).

45. Mr. Macdonnell said that the presence of the U.S.A.F. at Frobisher was authorized by the Canada-U.S. Agreement of December 29, 1951. Under this agreement they could be asked to leave at any time after "reasonable notice". The present request was that under normal conditions they be guaranteed tenure for a specified length of time. Discussions had been held recently with the U.S. Embassy and these had led to preparation of a draft note which appeared to be acceptable to the U.S. (Attached as Appendix "A"). This did not affect Canadian control of the airfield.

46. The Committee agreed in principle with the draft note to the U.S. Embassy.

V. Coordination of Town Planning at Northern Settlements (Unclassified)

47. Mr. Robertson said that at its 9th meeting on February 1, 1956, the Construction Sub-Committee had discussed the need for coordination between departments in planning development of northern settlements. It had been agreed that for each settlement one department should be named to plan and coordinate federal construction. The department nominated would normally be the one with the greatest interest in the community. A working group had been established to consider the various northern settlements, determine those at which coordination appeared desirable and suggest which department should be responsible in each case. All government departments would be asked to channel their plans for proposed construction through this agency.

(Secretary's Memorandum Document ND-167 dated March 8, 1956).

48. The Committee noted the Sub-Committee's proposal to nominate one department to plan and coordinate development at certain northern settlements.

VI. Items of General Interest

49. The Secretary reported the following items of general interest.

a) U.S.S.R. Plans for Atomic Energy-Powered Icebreaker (Unclassified)

50. The Russians had reported that they were preparing to construct an icebreaker of 16,000 tons displacement, powered by atomic energy driven engines of 44,000 h.p.

b) Practice Run for the Governor General's Tour of the Arctic (Unclassified)

51. The practice run for the Governor General's tour took place between 27 February and 5 March. No difficulties had been encountered.

(c) Annual Meeting on the Joint Arctic Weather Stations Programme (Unclassified)

52. The annual meeting with U.S. officials to make arrangements for the operation and supply of the joint Arctic weather stations took place in Ottawa on 8 and 9 February.

(d) Cape Christian (Confidential)

53. The supply of the loran station at Cape Christian was carried out last September by the U.S.S. "Obern", The U.S.C.G. "Westwind" brought in the relieving crew for the station and also picked up the U.S.A.F. Hiran survey party. Air drops of mail, etc., were being made by the U.S.A.F. about once a month. Next summer the United States was planning to install TACAN omni range equipment, a high power radio station, a 800 watt radio beacon, 4 new 150 KW engines and accommodation for 6 to 8 additional men. The present complement was 21.

VII. Other Business

Exchange of Information with the U.S.S.R. (Confidential)

54. Mr. Legget reported that the Russian Ambassador to Canada had recently visited the National Research Council and suggested an exchange of information between the Council and similar institutions in Russia.

55. Dr. Cameron said his department had recently entertained a Russian delegation which had made searching enquiries.

56. Mr. Macdonnell said that Cabinet had appointed a committee to consider the exchange of information and visits with the U.S.S.R. It appeared that such exchanges could be in Canadian interests provided there was a proper measure of reciprocity. So far the initiative had been with the Russians who had requested information in fields in which Canada was more advanced. It would be advantageous for Canada to request information in other fields such as northern studies in which the Russians had greater experience.

57. The Committee noted the establishment of a Cabinet committee to study the exchange of information and visits with Russia.

VIII. Date of Next Meeting

58. The Committee agreed to meet on Monday, April 16th at 2.30 p.m. in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources
March 21, 1956.

SECRET

APPENDIX "A"

U.S. Proposed Draft on Frobisher

Excellency,

I have the honour to refer to recent discussions in the Permanent Joint Board on Defence concerning the importance of Frobisher Bay as a support point for operations pertaining to the development of a joint early warning system for continental defence. In this regard you will recall that my Note No. 368 of December 29, 1951, transmitted the approval of the Canadian Government for the stationing of approximately 150 members of the United States Air Force at Frobisher Bay on a continuing basis.

It is agreed that the needs of United States Air Force personnel at this point have become more than temporary and that it is now desirable to make arrangements for the use of Frobisher Bay by the United States Air Force for a longer period than was originally anticipated.

The Canadian Government agrees that the arrangements for the stationing of members of the United States Air Force at Frobisher Bay shall be maintained for a period of ten years or such shorter period as shall be agreed by both countries in the light of their mutual defence interests. Thereafter, in the event that either Government concludes that the arrangements are no longer required, and the other Government does not agree, the question of continuing need will be referred to the Permanent Joint Board on Defence. In considering the question of need, the Permanent Joint Board on Defence will take into account the relationship of Frobisher Bay to other installations used in the mutual defence interest of the two countries. Following consideration by the Permanent Joint Board on Defence, as provided above, either Government may decide that the arrangements shall be terminated,

In the event the foregoing meets with your approval, it is suggested that this note and your reply shall constitute an agreement between our Governments effective on the date of your reply.

33. The thirty-third meeting of the Committee was held in the Privy Council Committee Room, East Block at 2:30 p.m., on Monday, April 16th, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Commissioner L.E. Nicholson, Royal Canadian Mounted Police

General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Mr. A.H. Zimmerman, Chairman, Defence Research Board

Mr. E.A. Golden, Deputy Minister of Defence Production

Mr. J.R. Baldwin, Deputy Minister of Transport

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs

Dr. H.B. Butcheon, representing the President, National Research Council

Major J. Morrison, representing the Secretary to the Cabinet

Mr. G.W. Stead, representing the Deputy Minister of Finance

Dr. G.S. Hume, representing the Deputy Minister of Mines and Technical Surveys

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff

Dr. P.E. Moore, representing the Deputy Minister of National Health

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. G.Y. Loughead, Department of National Defence

G/C E.C. Poole, Department of National Defence (R.C.A.F.)

Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources

M. W.H. Barton, Department of External Affairs

Mr. J.R. K. Main, Department of Transport

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 32nd Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughhead reported on the progress of the D.E.W. line.

Operation of the Line

2. On March 20th it had been announced in the House of Commons that the Federal Electric Company had been awarded the contract for the operation of the D.E.W. line.

Employment

3. Senior officials of the Federal Electric Company had met with officers of the National Employment Service in Ottawa on 27 March to discuss arrangements for recruiting personnel for the D.E.W. line. The company planned to open a central recruiting office in Montreal on 1 May, with branch offices in Toronto, Winnipeg, and Vancouver by 1 July. Training of the first fifteen would begin on 15 July, twenty would be recruited in each of the next three months, and thereafter forty a month until the requirement was met. The proposed pay was \$400 a month plus \$9 a day living expenses during training, and \$800 a month plus board during employment on the line.
4. Mr. Baldwin said the proposed D.E.W. line wage scale was substantially higher than that paid by the federal government and it seemed probable that a number of federal employees willing to work in the north would seek employment on the D.E.W. line. The Department of Transport had already held an emergency meeting with the Civil Service Commission.
5. Commissioner Nicholson suggested that, even though some departments would not be directly affected by these high rates, a great deal of dissatisfaction would arise in northern communities if some workers were paid a much larger salary than others.
6. Mr. Golden pointed out that there would be U.S. as well as Canadian employees on the D.E.W. line, and it would not be practical to have two different wage scales according to nationality.

Air Transport

7. The Department of Transport and the Air Transport Board were regularly reviewing the weekly tonnage statements sent to Ottawa by the Project Office.

Press Visit

8. The Director of Public Relations, Department of National Defence, had reported that press coverage from the D.E.Y. line tour had been excellent in both Canada and the United States.

9. The Committee noted the report on the progress of the D.E.W. line.

(ii) Mid-Canada Line

10. G/C Poole reported on the progress of the Mid-Canada line.

Construction

11. Construction was continuing satisfactorily, the pace of work increasing with better weather. Installation of electronic equipment had begun on 3 April.

Transportation

12. Tractor-train operations in the Hudson Bay region had been completed, over 9,000 tons having been moved during the winter. The ice on the lakes would allow air transport in the Labrador-Ungava area for about two more weeks. A study had shown that the most suitable types of vessels for ship-to-shore work at Mid-Canada Line stations on Hudson Bay would be LCT 8, LCM and LCU. Efforts were being made to obtain these types of vessel from the U.K. and the United States. For overland transportation a number of "water buffaloes" and "slipes" were being procured. Both were self-propelled vehicles constructed like barges but not load-carrying, one being driven by a conventional track and the other by a continuous rope powered by an inboard capstan and passing around free-spinning wheels. Both water buffalo and slipe were designed to drag a train of dumb barges mounted on large diameter wheels and with a total capacity of approximately 50 tons.

Visits

13. The Governor-General and a group of Canadian and U.S. Cabinet Ministers had recently visited the section control station at Great Whale River. The Ministers had also flown over some of the terrain along which the Mid-Canada line would pass.

14. The Committee noted the report on the progress of the Mid-Canada line.

(b) Alaska Freight Lines' Operations (Confidential)

15. Mr. Loughhead reported that since the last meeting of the Committee the U.S.A.F. member of the Permanent Joint Board on Defence had made representations to the Deputy Minister of National Defence requesting that Alaska Freight Lines be permitted to carry an extra 4,000 tons of freight this spring since the company was meeting financial difficulties. It had been determined that no Canadian carriers could move the freight during this spring and assurances had been received that the Whitehorse Board of Trade would have no objection to this movement being carried out by Alaska Freight Lines under these circumstances. Permission had therefore been given to the Western Electric Company to negotiate a contract with Alaska Freight Lines to carry the additional freight. It had been made clear that this permission applied only to this season, and Alaska Freight Lines had agreed that they would make no request for the movement of freight over this route in 1957.

(Secretary's memorandum Document ND-168 dated April 12, 1955).

16. The Committee noted that permission had been granted to Alaska Freight Lines to carry an additional 4,000 tons of freight this spring.

(c) Employment of Eskimos on Heavy Lift Work (Unclassified)

17. Mr. Robertson said it had been reported at the last meeting of the Committee that one of the D.E.W. line construction companies wished to replace some Eskimo employees with imported labour since the Eskimos were not able to perform heavy lift work. The Department of Northern affairs and National Resources had made enquiries but had been unable to find any cases, or any dissatisfaction among the employers.

18. The Committee noted that an investigation carried out by the Department of Northern Affairs and National Resources had not revealed any instances where Eskimo employees on the D.E.W. line had been replaced by imported labour because they were unable to perform heavy lift work.

II. U.S.A.F. D.E.W. Line Logistics Plan (Secret)

19. Mr. Loughhead reported that on April 3 a meeting had been held in the office of the Deputy Minister of National Defence to discuss the latest version of the U.S.A.F. Logistics Plan. Two aspects of the plan - procurement and transportation - had seemed unsatisfactory from the Canadian point of view. The plan indicated that the south-north movement of supplies by both sea and air would take place on the eastern and western extremities of the line through established U.S.A.F. channels. It did not mention the possibility of using the Mackenzie River system, of using Canadian airfields other than Frobisher, or of Canadian participation in the sea supply of the eastern part of the line except in Foxe Basin. The plan for procurement of supplies was to employ U.S.A.F. channels, which presumably would exclude any significant Canadian participation. A meeting had been arranged between the Department of Defence Production and the U.S.A.F. to discuss procurement; the Department of Transport was re-examining the cost of using the Mackenzie River system and would then discuss the transportation plan with the U.S.A.F. The Department of National Defence had passed to the United States various editorial comments made by Canadian departments while making it clear that the Plan had not yet been approved in principle.

(Secretary's memorandum Document ND-169 dated April 12, 1956).

20. Mr. Robertson reported that Mr. Howe and Mr. Lesage had discussed use of the Mackenzie River system with Mr. Wilson and Mr. Quarles during their recent D.E.W. line tour. As a result the U.S.A.F. had been instructed to re-examine the matter, and Canada had agreed to see if costs for oil at Norman Wells and for distribution to sites could be reduced. When this information had been assembled a meeting would be held between U.S. officials and representatives of interested Canadian departments.

21. Mr. Golden reported that Mr. Huck of the Department of Defence Production would be discussing the procurement problems with U.S. officials on 18 April.

22. Mr. Baldwin said the Department of Transport had written to the U.S.A.F. asking for more information about the plans for transportation, and particularly about the basis on which the cost of sea supply to the Western Arctic round Alaska had been calculated.

23. Mr. Macdonnell expressed concern at the postal arrangements indicated in the Logistics Plan. These would result in mail to and from the D.E.W. line being routed through U.S. Army post offices in the United States. The Department of External Affairs considered this undesirable and had requested the Department of National Defence to re-examine these arrangements with the U.S.A.F.

24. Mr. Loughhead reported that the Department of National Defence had informed the U.S.A.F. that the arrangements for postal services would have to be reconsidered in consultation with the Canadian Postal Service.

25. The Committee noted the report on the proposed U.S.A.F. Logistics Plan for the D.E.W. line.

III. Report on Northern Airstrips (Confidential)

26. Mr. Baldwin reported that the Department of Transport had reviewed the development of D.E.W. line airfields in relation to the department's responsibilities. Of the four main D.E.W. line airfields, it did not appear that either Cape Parry or Cape Dyer would become of much concern to civil aviation, but Cambridge Bay and Hall Lake would probably play an increasingly important part in the development of northern air services. The Department of Transport was considering whether they should assume responsibility for the operation of these two airfields. Four other airfields would probably be used to support D.E.W. line operations, Norman Wells, Coral Harbour, Fort Chimo, and Frobisher: the first three of these were already D.O.T. civil airports; at Frobisher the department might take over the maintenance and operation of the airfield, command remaining with the R.C.A.F. Accommodation for D.O.T. employees might be provided at the D.E.W. line stations or separate accommodation could be constructed. There would be many advantages in having a separate establishment but this might increase the cost of taking over the airfields.

(Secretary's memorandum Document ND-170 dated April 12, 1956).

27. Mr. Robertson said the Department of Northern Affairs and National Resources considered the airfields at Cambridge Bay and Hall Lake should

be operated by Canadian authorities. There was no doubt that Cambridge Bay particularly was rapidly becoming an important northern centre, and considerable criticism could be expected if the airfields were under U.S. control. For the same reason it would be unsatisfactory for Canadian government personnel to be accommodated at the D.E.W. line stations. With the general increase in activities in the area there was no likelihood that accommodation built for D.O.T. personnel would become surplus.

28. Commissioner Nicholson considered the operation of these airfields by the Department of Transport to be very desirable especially in relation to northern development.

29. Mr. Macdonnell agreed that there would be many advantages in Canadian operation of the airfields.

30. Mr. Baldwin said that if the Committee agreed the Department of Transport would seek approval in principle for assuming responsibility for the airfields at Cambridge Bay, Ball Lake, and Frobisher. A number of problems, particularly with regard to personnel, would require further study and no date could be set at present.

31. The Committee agreed that the Department of Transport should assume responsibility for the operation of the airfields at Cambridge Bay, Hall Lake, and Frobisher, and that it would be undesirable for D.O.T. personnel to be provided with room and board at D.E.W. line stations.

IV. Canadian Representation on the 1956 Sea Supply Operations (Confidential)

32. Mr. Robertson explained that last year Canada had been represented on the D.E.W. line resupply operations in two ways, by technical observers, and by official representatives. The Department of Transport had indicated that they planned to provide technical observers with both the eastern and western elements of the 1956 operations, and it seemed desirable that there should also be official representatives of the Canadian government.

(Secretary's memorandum Document VD-171 dated 12 April, 1956).

33. General McNaughton considered that Captain Robertson's appointment as Deputy Commander for the M.S.T.S. operations in the Eastern Arctic made it particularly desirable to have a representative of the Canadian government with the sea supply operations with whom he could deal.

34. Mr. Baldwin noted that H.M.C.S. "Labrador" would again be working with the U.S. Navy in Foxe Basin this summer and that there would also be a Department of Transport ship. One representative could cover both the Foxe Basin and the East Baffin elements of the Eastern Arctic sea supply because aircraft would be flying regularly between the two areas.

35. Mr. Robertson suggested that the Department of Northern Affairs and National Resources could consult with other departments about the appointment of official government representatives.'

36. The Committee agreed that it was most desirable to have official Canadian Government representatives on the various elements of the 1956 D.E.W. line sea supply, and that the Department of Northern Affairs and National Resources should discuss the appointment of representatives with other interested departments.

V. Proposed Wharf at Tuktoyaktuk (Confidential)

37. Mr. Robertson said that when the possibility of supplying the Western Arctic through the Mackenzie River system had been discussed last fall it had been agreed that a wharf should be built at Tuktoyaktuk. Funds for this project had been included in the Department of Public Works estimates, and it had been planned to complete the wharf in 1956 for use in 1957 for trans-shipment of D.E.W. line supplies. Materials had been purchased and the Deputy Minister of Public Works considered the project should proceed this summer but, in view of the uncertainty regarding the use of the Mackenzie River system, he had requested the advice of the Committee.

38. Mr. Baldwin agreed that construction of the wharf should begin this summer. Since there was not the same urgency it would be possible to make complete surveys before starting construction. The work could be completed during the 1957 season.

39. Mr. Golden considered that a decision to delay construction at Tuktoyaktuk at this time would weaken the Canadian case for the use of the Mackenzie River for the supply of the D.E.W. line.

40. General McNaughton said that the Canadian Section of the Permanent Joint Board on Defence had been following the development of the Mackenzie River system for many years and it was apparent that Tuktoyaktuk was the only possible trans-shipment point. If Canada did not take over the sea supply in 1957 it would almost certainly do so later and it was most desirable that work on the wharf should proceed.

41. The Committee agreed that the Department of Public Works should proceed with the construction of a wharf at Tuktoyaktuk this summer, following a detailed survey of the harbour and wharf site. Construction could be completed in 1957.

VI. Item of General Interest

(a) The Caribou Crisis (Unclassified)

42. Mr. Robertson said that a reprint of a recent article on the caribou crisis had been distributed with the agenda for the information of members.

(Secretary's memorandum Document ND-172 dated April 12, 1956).

(b) The Governor-General's Visit to the Canadian Arctic (Unclassified)

43. The Secretary reported that the Governor-General's tour of the Arctic from March 20 to April 5 had been successfully completed.

(c) The American Polar Basin Expedition (Unclassified)

44. The Secretary reported that Mr. Stanwell-Fletcher had visited Ottawa earlier in the year and said he intended to proceed with his expedition to the North Pole this spring. The project should however have been under way by now, and since nothing had been heard it was assumed that he had cancelled or postponed his plans.

VII. Other Business

Relocation of Aklavik (Unclassified)

45. Mr. Robertson reported that the Minister of Northern Affairs and National Resources had recently been in Aklavik and in discussion with the townspeople had settled a number of small problems connected with the move. It was understood that the Department of Transport survey team examining the airfield site had returned to Ottawa and the results of their investigations should be available shortly.

46. Mr. Baldwin said the Department of Transport had been asked to assume more airfield construction than they could handle and priorities would have to be established between the various projects for 1956.

47. Mr. Robertson stated that a delay at Aklavik would seriously interfere with the resiting programme which depended on the airstrip being completed on schedule.

48. The Committee noted the report on the relocation of Aklavik.

VIII. Date of Next Meeting

49. The Committee agreed to meet on May 14 at 2:30 p.m. in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
April 24, 1956.

Appendix

From the Soviet News Bulletin No. 84(314)
Monday, April 9, 1956.

Along the Arctic Route

By V. Burkhanov, Chief of the
Central Administration of the
Northern Sea Route

The Directives of the Twentieth Congress of the Communist Party of the Soviet Union on the Sixth Five-Year Plan provide for the development of the Northern Sea Route, which is of great national economic importance.

New streams of freight will originate under the Sixth Five-Year Plan in the far north: it will be necessary to transport greater amounts of Vorkuta and Norilsk coal, Siberian timber and grain, Ukhta oil and manufactures. There will be a considerable increase in the volume of transit shipments from Leningrad, Tallinn, Riga, Klaipeda,

Murmansk, and Archangel, along the Arctic routes to Chukotka, Kamchatka, Sakhalin, and even to the Primorye Territory. Fish and other cargoes will be shipped westward from the Far East.

Thanks to the greater experience and navigation skill of the sailors, to the equipment of the fleet and the Arctic route with modern electric and radio navigation instruments, it requires less time today to cover the distance between the Atlantic and Pacific oceans. For example, in the last navigation season, the diesel-electric ship "Lena" covered the distance from the White Sea to Port Nagayevo in the Far East, in 27 days. The "Yenisei", another vessel of the same type, got to Murmansk from Providence Bay in 16 days.

The increase in shipments of coal, timber, grain and manufactures, as well as in the volume of transit shipments along the Arctic Sea Route, will greatly relieve the railway, eliminate a great deal of unnecessary haulage, and reduce the cost of transportation.

It is planned to expand and rebuild the Arctic ports. Construction of a large timber harbour is due to begin at Igarka. A port equipped with modern loading and unloading machinery will be built at Providence Bay, on Chukotka. Preparations will begin in the near future for surveys and designing, with a view to the construction of a big port on the straits between the Barents and the Kara seas.

The Sixth Five-Year Plan calls for an increase in the Arctic navigation season. An important part in lengthening the Arctic navigation season will be played by the new ice-breakers. The Directives of the Twentieth Congress of the CPSU provide for the construction of a nuclear-powered ice-breaker during the sixth quinquennium. With a displacement approximating 16,000 tons and with machines of 44,000 h.p. capacity, it will have the latest navigation and radio-location equipment. Its range will practically be unlimited.

It is designed for navigation among heavy ice at any time of the year. The nuclear-powered ice-breaker will be used not only for transportation purposes, but also for combating the ice. Its construction will open a new chapter in navigation and in the scientific study of the Arctic Ocean; it will enable the seamen to extend the Arctic navigation season and to change the tactics of navigation through the ice. Ship-builders are also working on diesel ice-breakers equipped with machines of a 22,000 h.p. capacity. They will navigate non-Arctic waters in winter, and be used in the summer in the Kara Sea for transporting timber from Igarka.

Ice-breakers of the "Lena" type have been used with great effect in Arctic and Antarctic waters. More of these ships will be built in the sixth quinquennium, when a greater number of timber carriers will also be built for Arctic navigation.

Scientific research will also be extended in the Arctic in the sixth quinquennium. Scientists of many other research institutions will co-operate with the Arctic Institute of the Northern Sea Route in the study of the Arctic Ocean. They will give their special attention to the problem of prolonging the Arctic navigation season not only by means of the nuclear-powered ice-breaker, but also by other technical means and the latest scientific achievements.

Of great value for scientific research will be the work of the drifting stations in the Central Arctic Basin. The so-called, mobile, air parties will conduct scientific observations in more than 500 points in the high latitudes of the Arctic Ocean.

Of great interest to science will be the work done by five observatories of the Arctic Research Institute, all situated beyond the Arctic Circle. In the Central Arctic and in the Northern regions of the Arctic seas, it is planned to use automatic radio-meteorological stations, as well as radio-beacons for observing the drift of the ice.

Equipped with powerful ice-breakers and with deep scientific knowledge of the specific features of the ice in the Central Arctic, Soviet Arctic workers will have all the necessary conditions for extending navigation to new routes at the high Arctic latitudes.

34. The thirty-fourth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Wednesday, May 23rd, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Mr. R.B. Bryce, Secretary to the Cabinet
Mr. K.W. Taylor, Deputy Minister of Finance
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys
General C. Foulkes, Chairman, Chiefs of Staff

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs
Mr. J.E. Devine, representing the Deputy Minister of Transport
Miss Ruth Addison, representing the Deputy Minister of Defence Production
Deputy Commissioner J.D. Bird, representing the Commissioner, R.C.M.P.
Mr. F.T. Davis, representing the Chairman, Defence Research Board
Dr. H.B. Hutcheon, representing the President, National Research Council
Mr. Jean Boucher, representing the Deputy Minister of Citizenship and Immigration
Dr. P.E. Moore, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present

Mr. G.Y. Loughhead, Department of National Defence
W/C L.V. Carver, Department of National Defence (R.C.A.F.)
Major J. Morrison, Privy Council Office
Mr. F.J.G. Cunningham, Dept. of Northern Affairs and National Resources
Mr. W.H. Barton, Department of External Affairs
Mr. G.W. Stead, Department of Finance
Mr. C.H. Hebert, Dept. of Northern Affairs and National Resources
Mr. S. Trachtenberg, Dept. of Northern Affairs and National Resources
Mr. C.J. Marshall, Dept. of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 33rd Meeting

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line.

Labour

2. The John F. Beasley Company, a U.S. firm, had been chosen for steel erection work on the D.E.W. line after it had been established that no Canadian company could handle the task. They had been given permission to bring a number of experienced U.S. steel workers into Canada.

Mail

3. Officials of the Post Office Department and the Department of National Defence had agreed to defer discussion on D.E.W. line postal arrangements until planning of the transportation routes for the support of the line was more advanced.

Security Clearance

4. Security clearance procedures for Canadian employees at U.S. military installations in Canada were currently being considered by the Security Panel. In the meantime the Department of Defence Production would continue to handle clearances for those employed on the D.E.W. line.

Health

5. The Department of National Health and Welfare was asking the Department of Justice for a ruling as to whether the Public Works Health Act and Regulations applied to the construction of the D.E.W. line.

Sealift

6. The Department of External Affairs had advised the United States that the waiver of the Canadian Shipping Act previously granted applied to the 1955 season only, and had suggested that

any exemption required for 1956 should be requested as soon as possible.

7. The first ships of the Atlantic convoy were scheduled to reach Brevoort Island on 1 August, Cape Dyer on 3 August, and FOX on 1 September. The total tonnage to be carried to Canadian sites by sealift was over 100,000 tons, approximately 39,000 tons for the central section of the line and 65,000 tons for the eastern section.

Wage Rates

8. The Department of Labour had approved the wage rates submitted by the Federal Electric Company for the operation of the D.E.W. line.

Fuel Tax

9. The Department of Northern Affairs and National Resources had advised that under the Northwest Territories Fuel Oil Tax Ordinance all fuel oil for heating was exempt from tax. In August the Northwest Territories Council would consider an amendment to the ordinance to exempt all fuel purchased for D.E.W. line purposes in the Northwest Territories.

Disposal of Surplus Equipment

10. The Western Electric Company and the U.S.A.F. were currently considering the disposal of surplus equipment used for the construction of the line. Some equipment would probably be returned to the United States on ships of the 1956 sealift.

Procurement

11. The procurement policy during the operating phase of the line was being discussed between the Department of Defence Production and the U.S.A.F. The latest figures indicated that much of the supply would be through bulk U.S.A.F. procurement but that an estimated amount of \$70,000,000 per year would be spent in Canada on the procurement of supplies and such items as transportation and personnel salaries.

12. The Committee noted the report on the progress of the D.E.W. line.

(ii) Mid-Canada Line

13. W/C Carver reported on the progress of the Mid-Canada line.

Construction

14. The Section Control Station at Dawson Creek was the most advanced and was 60% completed; the others graded down to 16% at Winisk. Two-thirds of the doppler stations were under construction and work would soon begin on those between Great Whale River and Hopedale.

Installation of Electronic Equipment

15. Electronic equipment was being installed in completed buildings at about two-thirds of the sites in the western section. If necessary this section of the line could be in operation by 1 September, 1956.

Transportation

16. Tractor train operations during the winter had delivered about 9,000 tons between Moosonee and Winisk and 4,500 tons to sites further west. Some 4,500 tons had been delivered by air to sites east of Great Whale River.

17. Several tankers and cargo vessels had been chartered to carry supplies into the Hudson Bay area during the summer. For ship-to-shore operations two LCT8's and two sectional barges were being obtained from the U.K., and four dumb barges and eight LCM's were being borrowed from the U.S. Navy. A small dock would be constructed at Winisk where approximately 18,000 tons would be unloaded. The Canadian Hydrographic Service would survey the unloading areas.

Employment

18. About 2,400 men were currently employed on the line.

19. The Committee noted the report on the progress of the Mid-Canada line.

(b) Northern Airfields (Secret)

20. Mr. Robertson reported that, following the last meeting of the Committee, the Minister of Transport had submitted a Memorandum to the Cabinet on the possible operation by the Department of Transport of the airfields at Frobisher, Hall Lake, and Cambridge Bay. The Cabinet had authorized the department to discuss with the United States the arrangements under which they might take over the operation of these airfields.

(Secretary's memorandum Document ND-173 dated May 9, 1956).

21. Mr. Devine said the Department of Transport was arranging these discussions with appropriate U.S.A.F. officials.

22. General Foulkes reported that the U.S.A.F. would probably request permission to establish facilities for air refueling of Strategic Air Command aircraft from eleven airfields in central and northeastern Canada. At each airfield a strip of 9,000 ft. long would be necessary and there would be a permanent establishment of 50, with 250 additional personnel at times when they were being used by refueling squadrons. To avoid the establishment of new U.S. bases in Canada some of the D.E.W. line airfields might be used.

23. General McNaughton said that if these facilities were established at suitable locations they could be useful for Canadian purposes. It seemed likely that the refueling bases would be required for only five to ten years until longer-range aircraft were available, and the United States would probably not wish to establish new airfields unless it were absolutely necessary. Possible airfields mentioned earlier in this connection had been Coral Harbour, Saglek or Resolution Island, Knob Lake, Namao, Cold Lake, The Pas, Churchill, Frobisher, Chimo, Winisk and the Great Whale River.

24. The Committee noted that the Cabinet had authorized the Department of Transport to discuss with the U.S.A.F. the arrangements under which the department might take over operation of the airfields at Frobisher, Hall Lake, and Cambridge Bay.

(c) Alaska Freight Lines Operations (Confidential)

25. Mr. Robertson stated that Alaska Freight Lines were experiencing great difficulty in moving material overland to sites on the Arctic coast.

(Secretary's memorandum Document ND-178 dated May 16, 1956).

26. Mr. Loughhead said it had been reported that the company would be able to deliver only about 50% of the freight they were scheduled to carry to D.E.W. line sites from Eagle, Alaska, and they were experiencing very serious financial difficulties. The D.E.W. line project office had requested permission for Alaska Freight Lines to move the remainder of the freight to the sites by sea during the summer. Canadian permission had been given under the same conditions as of the overland movement.

27. The Committee noted that Alaska Freight Lines would be unable to fulfill their commitments to deliver D.E.W. line freight overland this spring, and that permission had been granted for the remainder of the material to be carried by sea.

(d) Canadian Representation on the 1956 Sea Supply Operations (Confidential)

28. Mr. Loughhead stated that the Chief of Staff was considering the appointment of Canadian representatives on the 1956 U.S. Navy sea supply operations to the D.E.W. line.

29. The Committee noted that the Chief of Staff was considering the appointment of Canadian representatives on the 1956 U.S. Navy sea supply operations to the D.E.W. line.

II. Resupply of the D.E.W. Line (Confidential)

30. Mr. Robertson reported that on May 17 a meeting had been held between Canadian and U.S. officials to discuss the supply of the D.E.W. line in the operating phase. The U.S.A.F. had agreed to accept the Canadian plan for supplying the western portion of the D.E.W. line in Canada by means of the Mackenzie system. It has also been agreed that a large part of the periodic air traffic might move from south to north through Canada. Technical spares would be obtained from AAC and NEAC supply bases but this represented only a small part of the requirement of approximately 52,000 lbs. per week. Much of the remainder of the material might be procured in Canada.

(Secretary's memorandum Document ND-179 dated May 22, 1956).

31. General McNaughton said the results of the joint meeting were in line with the discussions at the last meeting of the P.J.B.D., when the U.S. members had repeated their wish to be relieved of the need to organize an annual task force to the Western Arctic. Concern had been expressed at the cost of diesel fuel at Normal Wells but the reason for the high price had been explained. The P.J.B.D. planned to visit Normal Wells in September during a visit to the north.

32. The Canadian members had reported to the P.J.B.D. that work on the wharf at Tuktoyaktuk would begin this summer, and had outlined the plans for the development of an airfield and other facilities at the new site of Aklavik. It had been agreed that, since it was impossible to guarantee delivery of freight every year to the D.E.W. line, the sites should hold stocks sufficient for two or three years. The United States wished to know as soon as possible if Canada intended to take over the operation of the line so that they could plan accordingly.

33. The Committee noted that

- (a) the U.S.A.F. had agreed in principle to the Canadian proposal for supplying the western portion of the D.E.W. line in Canada by the Mackenzie River;
- (b) it should be possible to develop south/north air supply routes in Canada for the supply of the D.E.W. line since a large proportion of the periodic air freight could be procured in Canada.

III. Publicity on the D.E.W. Line (Confidential)

34. Mr. Macdonnell reported that the Canadian Embassy in Washington had learnt that the United States was considering the possibility of press representation on the D.E.W. line sealift this summer. The U.S. Navy and Army were anxious to obtain publicity for their part in the D.E.W. line, and the procedure used for arranging the tour this spring might be followed. It had been suggested that this should be the last organized press coverage of the D.E.W. line for some time.

(Secretary's memorandum Document ND-180 dated May 16, 1956).

35. General McNaughton said that equal opportunity would be given to Canadian and U.S. correspondents. It should not be difficult to accommodate a group of correspondents on the sealift. In the Western Arctic the members of the tour would probably join the convoy at Seattle and might return by air from Point Barrow.

36. Mr. Robertson said there had been some unfavourable comment in the Canadian press about the scale of U.S. activities in northern Canada in connection with the D.E.W. line. During the sealift U.S. activity would be at its peak and the western sealift was a completely U.S. operation. There would be advantages in arranging the press visit to cover the Alaskan section only of the D.E.W. line.

37. General Foulkes said the public relations officers of the U.S. Defence Department and the Department of National Defence had exchanged correspondence on publicity for the sealift, and had agreed that there would be little difficulty in arranging press coverage. It would be advantageous if all organized press visits were completed before the line became operational. The correspondents would be informed that they might be away from six to eight weeks and this would probably reduce the number wishing to participate.

38. The Committee noted that the Canadian and U.S. defence departments were considering press coverage of the D.E.W. line sea supply this summer, and agreed that in the west it would be preferable to restrict any tour to the Alaskan section of the D.E.W. line.

IV. Report on the Airfield at the New Site of Aklavik (Confidential)

39. Mr. Robertson said the Department of Transport had recently examined the airfield site near E-3 which had been located by means of air photography during the winter, and had estimated that a suitable airstrip would cost 5 ½ million dollars. It had been suggested that Cabinet approval should be obtained before the contract for construction was let since the estimated cost was considerably more than had been mentioned when the relocation of Aklavik was first considered.

(Secretary's memorandum Document ND-174 dated May 22, 1956).

40. Mr. Devine said the size of the airfield, 5,000 ft. by 300 ft., was based on anticipated civil requirements.

41. Mr. Taylor suggested that according to present estimates it would cost from one to two million dollars to relocate Aklavik and approximately twenty million dollars for additional services and facilitate during the next ten years. The airfield was one of these additional facilities and should be considered in its relationship to the other aspects of the Aklavik project.

42. Mr. Robertson said it would take some time to prepare a complete review on the programme for Aklavik. There was some urgency in proceeding with the airstrip, which would facilitate the whole programme for the establishment of the new settlement. The Minister of Transport might report to the Cabinet on the airstrip itself on the understanding that a full review of the Aklavik project would be submitted as soon as it could be prepared.

43. The Committee agreed that a memorandum should be submitted to the Cabinet on the estimated cost of the airfield of Aklavik. This report might be made by the Minister of Transport on the understanding that a full review of the Aklavik project would be submitted by the Minister of Northern Affairs and National Resources as soon as it could be prepared.

V. Annual Report on Government Activities in the North (Unclassified)

44. Mr. Robertson explained that the A.C.N.D. was required by the Cabinet to report periodically on government activities in the north. A report covering 1955 had been prepared by the Secretariat. It was itself unclassified but there was a separate classified appendix. If approved by the Committee the report would be submitted to the Cabinet.

(Secretary's memorandum Document ND-175 dated May 16, 1956).

45. Mr. Taylor said the report was a useful summary of activity in the north.

46. General Foulkes suggested that when the report was distributed the classified appendix should not be attached in any way to the main unclassified report.

47. The Committee approved the 1955 report on government activities in the north.

VI. Health Facilities in the North (Confidential)

48. Mr. Robertson said that at the 29th meeting the A.C.N.D. had recommended that a nursing station be built at Tuktoyaktuk as part of the programme of the Northern Health Services. The Department of National Health and Welfare was planning to build the station this summer.

(Secretary's memorandum Document ND-176 dated May 16, 1956).

49. Dr. Moore explained that the Department of National Health and Welfare had originally planned to build the station in 1957 but health conditions at Tuktoyaktuk made it advisable to advance the date to this year. A submission to the Treasury Board was being prepared.

50. The Committee noted that the Department of National Health and Welfare was planning to build a nursing station at Tuktoyaktuk in 1956.

VII. Economic Crisis of the Resident Population in the North (Confidential)

51. Mr. Robertson stated that on February 15 the Minister of Northern Affairs had reported to the Cabinet on the economic problems facing the residents of the north. The Cabinet had approved the establishment of a special committee to study ways of stimulating economic development. The committee had held several meetings to consider the employment that would be available in the north during the next few years and various proposals for increasing economic activity.

52. It appeared that the prospects of employment were relatively good for the next three years owing to the high rate of government construction. Subsequently the amount of employment would probably decline rapidly. The basic economy of hunting and trapping could no longer provide a suitable livelihood for as large a proportion of the population as at present and there seemed no prospects that this situation would improve. The present mining activity, based on gold and uranium, would probably provide little additional employment. Base metal mining would result, directly or indirectly, in considerably higher employment, but it seemed unlikely to develop in the next few years without the stimulus that would be provided by the construction of a railway to Great Slave Lake.

(Secretary's memorandum Document ND-177 dated May 17, 1956).

53. Mr. Bryce enquired whether the development of mining in the Great Slave Lake area would do much to provide native employment. The size of the investment appeared very great in relation to the probably benefits to the natives. The problem was basically a social one and there was no guarantee that it would be solved by mineral development.

54. Mr. Herbert suggested the establishment of a base mining industry would provide construction work and would result in such subsidiary activities as lumbering and agriculture. With proper training natives could in time probably find increased employment in the mining industry itself.

55. Dr. Hume suggested that unless the mining industry were established on a sound basis a situation might develop similar to that in Northern Ontario where the mines were being supported by the government, not because the product was needed, but because of the basic employment they provided in the area.

56. Mr. Bryce said that if areas in the north could no longer support the people there the solution might lie in moving the population to some more suitable region. An investment of twenty million dollars at Aklavik seemed questionable if the people might eventually have to be relocated elsewhere.

57. Dr. Moore suggested that health services would be more efficient and less expensive if the widespread native population of the north could be relocated in areas closer to the settled parts of Canada.

58. Mr. Boucher pointed out that the economic problems in the Mackenzie District were duplicated among the Indian population in the northern parts of the provinces.

59. Mr. Robertson said that he did not agree that the employment possibilities in the north were as limited as had been implied nor did he agree that such relocation of population as might come about affected the Aklavik proposal or other places that were under way. As to the first, there were ample possibilities of development of mining on a large scale, and the employment that would flow from them would not be immediately limited in locality. An increase in mining activity would provide a substantial demand for lumber and for agricultural products, and a good part of both could be provided locally. It was the declared policy of the government to encourage activity in the north and any policy that looked toward a drain of

population outward would not be viable. Increased economic activity on a sound economic basis would flow from the construction of the railway and that, so far as he could see, no other measure would bring it about in the near future.

60. As to “social capital”, it certainly cost money but it would not be possible to find suitable employment anywhere for the northern Eskimos and Indians until their health and education had been improved. There seemed to be no way in which this could be done except by providing facilities at centres in the north such as Aklavik. These costs had to be incurred whether one looked to a developing north or any emptying north. Certainly for a generation at least there would be substantial numbers of people living where and as they had. For the rest, the right policy appeared to be one of development to provide economic activity in the area as a whole.

61. The information submitted concerning the special committee was simply for information and to provide some warning of problems on the horizon. For the moment, the best course seemed to be to have the committee continue its study.

62. The Committee noted the report concerning employment possibilities arising out of government activities in the north and agreed that the special committee should continue its examination of the problem.

VIII. Items of General Interest

63. The Secretary reported on the following items of general interest.

(a) Canadian Arctic Pilot (Unclassified)

64. In the past the main sources for navigational information on the Canadian Arctic north of Hudson Bay and Strait had been either the British Admiralty Pilots or the U.S. Hydrographic Office Sailing Directions. Neither of these publications was fully satisfactory and both required considerable revision. The Defence Research Board was negotiating a contract with the Arctic Institute of North America for the preparation of a Canadian Pilot to meet special defence needs. The work would be directed by Captain R.M. Southern, R.N., previously Assistant Hydrographer to the Admiralty, and would be closely co-ordinated with the requirements of the Canadian Hydrographic Service.

(b) Air Navigators Text for the Arctic (Unclassified)

65. The manuscript of an “Air Navigator’s Text for the Arctic” was in the hands of the Queen’s Printer. It would be a major work describing the appearance of the Canadian Arctic from the air and had been prepared by Miss M. Dunbar of the Defence Research Board and W/C K.R. Greenaway, R.C.A.F.¹⁷⁴

(c) Ice Recording And Reporting (Unclassified)

66. A comparison of the ice reporting systems used in the Baltic, Russia, the north Atlantic, and North American waters had been made for the Defence Research Board and an illustrated ice glossary explaining the terms used to describe ice had been prepared.

67. Copies of the glossary were available for members of the Committee.

(d) Radio-Astronomy Observations on Ellesmere Island (Unclassified)

68. Dr. MacRae and Dr. Sinclair of the David Dunlap Observatory of the University of Toronto were planning to carry out radio-astronomy observations in north Ellesmere Island to obtain continuous records of solar activity during the summer of 1957 and 1958.

(e) R.C.A.F. Shoran Transmitting Sites in Greenland (Confidential)

69. The Danish Government had approved a request from the R.C.A.F. for permission to establish two temporary Shoran transmitting stations in Greenland. The stations were required to provide control for Shoran work in Canada.

IX. Other Business

Canol Pipelines (Confidential)

70. Mr. Macdonnell reported that at the last meeting of the P.J.B.D. the Canadian members had suggested a meeting of Canadian and U.S. experts to determine whether the Canol pipelines from Skagway to Haines Junction could be operated by a Canadian commercial company, while remaining available for U.S. use in the event of failure of the 8” Haines-Fairbanks

¹⁷⁴ *Editors’ Note:* This book was published under the title *Arctic Canada from the Air* in 1957.

pipeline. The U.S. had agreed to this proposal and arrangements would be made for a meeting in Ottawa.

71. General McNaughton said the U.S. wished to retain an interest in the Canol pipelines in case there were any further stoppage in the Haines line similar to that experienced last winter. It had been emphasized at the P.J.B.D. meeting that Canada did not wish the Haines cut-off to be kept open as a through road in the winter.

72. The Committee noted that a meeting of Canadian and U.S. officials would be held to discuss the means whereby the Canol pipelines could be operated by a Canadian commercial company while remaining available for U.S. use in emergency.

X. Date of Next Meeting

73. The Committee agreed to meet on Monday, June 25 at 2:30 p.m. in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary

Department of Northern Affairs and National Resources.
May 31, 1956.

35. The thirty-fifth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2.30 p.m., on Monday, June 25th, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
General C. Foulkes, Chairman, Chiefs of Staff
Dr. G.S. Hume, Acting Deputy Minister of Mines and Technical Surveys
Major-General H.A. Young, Deputy Minister of Public Works
Dr. G.D. Cameron, Deputy Minister of National Health

Mr. H. Barton, representing the Under-Secretary of State for External Affairs
Mr. J.E. Devine, representing the Deputy Minister of Transport
Mr. G.W. Stead, representing the Deputy Minister of Finance
Supt. H.A. Larsen, representing the Commissioner, R.C.M.P.
Mr. F.T. Davis, representing the Chairman, Defence Research Board
Dr. H.B. Hutcheon, representing the President, National Research Council
Mr. W.H. Huck, representing the Deputy Minister of Defence Production
Major John Morrison, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. G.Y. Loughead, Department of National Defence
W/C L.V. Carver, Department of National Defence (R.C.A.F.)
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of Minutes of the 34th Meeting

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line.

Sea Supply of the Eastern Arctic

2. The Department of Transport had written to the United States Military Sea Transport Service for information about the number and types of vessels and other support required for the sea supply of the Foxe Basin and Eastern Baffin portions of the D.E.W. line. This information would be used by D.O.T. in assessing the part Canada might play in these supply operations in the future.

Disposal of Surplus Buildings

3. The Western Electric Co. was determining which of the construction camp buildings should be retained for storage and other D.E.W. purposes, and which could be declared surplus.

Canadian Coasting Laws

4. Application was being made for exemption from the Canada Shipping Act for the U.S. ships carrying out the sea supply of the D.E.W. line this summer.

Air Transport – Operating Phase

5. The Air Transport Board had written to the D.E.W. Project Office suggesting they point out to the Federal Electric Company that no arrangements should be made for air transport during the operating phase of the D.E.W. line without consultation with the Board.

Re-supply – Operating Phase

6. The U.S. Military Departments had concurred in the Minutes¹⁷⁵ of the meeting held on May 17 in Ottawa to discuss the re-supply of the D.E.W. line during the operating phase.

Operation of the Frobisher Airfield

7. The Cabinet had agreed that the possibility of the Department of Transport assuming responsibility for the airfield at Frobisher should be explored, and a preliminary meeting of representatives of interested departments had been held on June 25th. It had been

¹⁷⁵ *Editors' note:* "Minutes" capitalized in original.

agreed that a working group of D.O.T. and R.C.A.F. officials should examine the present agreement with the U.S., determine what facilities belonged to Canada, and decide the additional staff and equipment D.O.T. would need. Their report, together with a draft of a new Canada-U.S. agreement, would be available for inter-departmental consideration before discussions were held with the United States.

8. Mr. Barton suggested that there was some urgency in resolving the Frobisher situation since the Cabinet had deferred consideration of the U.S. request for guaranteed tenure there until the future responsibility for operating the airfield had been decided.

9. Mr. Huck reported that the Department of Defence Production had held discussions with U.S. officials on the procurement of D.E.W. line supplies in Canada. It had been agreed that it would be most economical to provide technical spares through normal U.S.A.F. channels. To compensate for this Canadian suppliers would be given an opportunity to bid on the global U.S.A.F. requirements for common items. It had been decided that non-technical supplies would be purchased by the operator of the line. The source of these supplies had not been definitely established and would probably depend to a large extent on the transportation routes developed.

10. The Committee noted the report on the progress of the D.E.W. line.

(ii) Mid-Canada Line

11. W/C Carver reported on the progress of the Mid-Canada line.

Construction

12. Construction of buildings at the Section Control Stations was proceeding satisfactorily and plans for water, sewage, and electricity were being prepared. Work on the four rearward communication sites and on the sixty-two doppler sites between Dawson Creek and James Bay and Hopedale was starting. Construction on the site at Bear Island was scheduled to begin on June 25th.

Installation of Electronic Equipment

13. Some delay was being experienced in the installation of electronic equipment and as a result the western portion of the line would not be ready for operation until October 1 rather than September 1 as had originally been expected.

Transportation

14. The landing craft obtained for unloading supplies in the Hudson Bay area were being prepared for use and the first ships would leave Montreal for Hudson Bay around the end of June. Work was continuing on the wharf at Winisk which should be ready for use about August 1.

15. The Committee noted the report on the progress of the Mid-Canada line.

(b) Airfield at the New Site of Aklavik (Confidential)

16. Mr. Robertson reported that the Cabinet had agreed that a contract for construction of the airfield at E-3 should be let on the understanding that a complete report on the cost of the re-location project would be submitted in the near future. It has been estimated that the airstrip would cost 5 ½ million dollars.

17. Mr. Devine said tenders for the construction of the Aklavik airstrip had just been opened. The only tender was for 10 million dollars. Consideration was being given to carrying out the work on a cost plus fixed fee basis.

18. The Committee noted that:

(a) the Cabinet had agreed to the construction of the airstrip at the new site of Aklavik on the understanding that a complete report on the project would be submitted in the near future.

(b) the only tender for the contract was for 10 million dollars.

(c) Annual Report on Government Activities in the North (Unclassified)

19. Mr. Robertson reported that copies of the annual report on government activities in the north prepared by the Secretariat had been circulated to the Cabinet on June 21.

20. The Committee noted that copies of the annual report on government activities in the north had been circulated to the Cabinet.

(d) The Canol Pipelines (Confidential)

21. Mr. Robertson said it had been reported at the last meeting of the Committee that the United States had agreed to a meeting of Canadian and U.S. officials to consider whether the Canol pipelines could be operated by a Canadian commercial company while remaining available for U.S. use in case of emergency. July 18 had been tentatively suggested as the date for the meeting and confirmation was expected from the United States. The need for keeping the Haines Cut-off road open in the winter would be reviewed at the same meeting.

22. The Committee noted that July 18 had been suggested as a date for the Ottawa meeting of Canadian and U.S. officials to discuss the future of the Canol pipelines.

(e) U.S.A.F. Refueling Bases (Secret)

23. General Foulkes reported on the U.S. request for refueling bases.

24. The Committee noted the report on the U.S. request for refueling bases.

II. Report of the Aklavik Sub-Committee (Confidential)

25. Mr. Robertson said that Aklavik Sub-Committee had prepared a complete list of their recommendations, together with a new cost estimate and a revised town plan. With this report the Sub-Committee had completed its current tasks and would not meet again until new problems arose. The Department of Northern Affairs and National Resources considered the standards suggested in the building code prepared by the Sub-Committee might be too high, but this would be reviewed by the Northwest Territories Council when they were considering the legislation to put the code into effect. The cost estimate would be used as the basis for the report to the Cabinet on the Aklavik programme, and the report would also include an indication of the amount already invested at E-3.

(Secretary's memorandum Document ND-181 dated June 20, 1956).

26. General Young suggested that a 15% disturbance allowance might not be high enough to compensate residents adequately in view of the distance

of the move. It would be preferable to value the buildings realistically and then if necessary raise the disturbance allowance, rather than to over-value the buildings in an attempt to arrive at a fair compensation.

27. Mr. Stead said the allowance should be reasonable but the move should not be made so attractive that other communities would also want to be moved. The estimated cost of the hospital appeared low compared with the cost at Whitehorse.

28. Mr. Cunningham explained that the 15% disturbance allowance was the same as that used by the Ontario Hydro Commission in connection with the St. Lawrence Seaway Project, which was, however, a much shorter move. The new Aklavik hospital appeared to cost less than that at Whitehorse because housing, heating, and laundry were covered elsewhere.

29. Dr. Hutcheon read a telegram from Mr. Legget stating that the National Research Council had paid a most successful visit to E-3, that the roads were excellent, the gravel supply satisfactory, and the construction programme was proceeding well, and that he would like to discuss the airfield proposal on his return to Ottawa.

30. The Committee noted the report of the Aklavik Sub-Committee.

III. Disposal of Surplus D.E.W. Line Material (Confidential)

31. Mr. Robertson reported that a meeting had been held on June 7 to discuss the disposal of surplus D.E.W. line material. It had been agreed that the requirements of Canadian departments and the allocation of material should be co-ordinated by a single agency, and it had been recommended that the Department of Public Works undertake this.

(Secretary's memorandum Document ND-182 dated June 20, 1956).

32. General Young said the Department of Public Works would be prepared to act as co-ordinator but at certain places they might sub-allocate the responsibility to a department having particular interests there.

33. Mr. Loughead said the U.S.A.F. would shortly be able to provide information on the D.E.W. line material which would become available. In the meantime, Canadian departments should attempt to define their requirements.

34. The Committee noted that the Department of Public Works would co-ordinate the requirements of Canadian departments for surplus D.E.W. line material and the allocation of this material.

IV. Winter Opening of the Haines Cut-Off Road (Confidential)

35. Mr. Robertson said that, owing to difficulty in maintaining the pipeline from Skagway to Fairbanks, the U.S. Army was expected to ask permission to keep open all or part of the Haines Cut-off Road during the winter. The Canadian Government had refused similar requests in the past when it had appeared likely that the establishment of regular road service to Whitehorse might put the White Pass and Yukon Railroad out of business, and therefore close a route important for both development and defence. With increased activity in the Yukon it seemed the railway could now continue in operation, but an increase in freight rates for south-bound concentrates would probably become necessary and this would hinder the development of the territory. The Northwest Highway System had estimated that year-round maintenance would imply some re-location and additional equipment at a capital cost of 1½ million dollars, together with an annual maintenance cost of about \$400,000.

35.¹⁷⁶ General Foulkes pointed out that maintenance of the road on a year-round basis would carry responsibility for rescue operations.

36. Mr. Barton said the United States would probably request permission to keep parts of the road open rather than the whole road.

37. General Young suggested that the Canadian Government's policy should be to insist that some part of the road remain closed at all times during the winter. The more that was left unopened the better since there would undoubtedly be pressure from Yukon interests to open the whole road if the greater part of it was maintained throughout the year.

38. The Committee agreed that:

- (a) Canada should not assume responsibility for keeping the Haines Cut-off Road open during the winter, and
- (b) any permission given to the United States to keep part of the road open to maintain the pipeline should be contingent on

¹⁷⁶ *Editors' note:* the repetition of "35" is typo in the original document.

an understanding that part would remain closed throughout the winter.

V. Greenland Expedition to Baffin Island (Unclassified)

39. Mr. Robertson explained that a small party of Greenlanders was planning to visit Eskimo settlements on the east coast of Baffin Island during the month of August. The visit was being sponsored by the Greenland Council with the approval of the Governor of Greenland and the Greenland Department of Danish Ministry of State.

(Secretary's memorandum Document ND-183 dated June 20, 1956).

40. The Committee noted that a small party of Greenlanders would visit Eskimo settlements on the east coast of Baffin Island during the month of August.

VI. Items of General Interest (Unclassified)

41. The Secretary reported on the following items of general interest.

(a) Eastern Arctic Patrol

42. The sailing of the "C.D. Howe", planned for June 26, would be delayed owing to a fire which occurred in No. 2 hold early in the morning of June 24 and damaged part of the cargo. The delay should not be more than a day or two.

(b) Launching of C.G.S. "Baffin"

43. The Arctic hydrographic vessel, C.G.S. "Baffin" was launched at Canadian Vickers Yard in Montreal on June 18. The ship was similar in dimensions to the "C.D. Howe" but was much more heavily reinforced with 1½ inch plates in her bow, and was twice as powerful. The four diesel engines would develop 8,000 h.p. in all and she would have a radius of action of 14,000 nautical miles. Her complement was about 100 and she would carry two helicopters and six 31' sounding launches.

(c) Anthropological research in the Canadian north

44. Two studies in social anthropology were being carried out by the Department of Northern Affairs this summer. One was concerned with the

administration of relief, particularly in the Ungava area, and the other with the effect of the Distant Early Warning Line on Eskimos in the Western Arctic.

(d) National Research Council's visit to Mackenzie District and the Yukon Territory

45. The National Research Council was at present visiting the north. The itinerary included Yellowknife, Normal Wells, Aklavik, E-3, Tuktoyaktuk, and Whitehorse.

VII. Other Business

46. There was no other business.

VIII. Date of Next Meeting

47. It was agreed that the next meeting should be at the call of the chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
June 29, 1956.

36. The thirty-sixth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, October 15, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Commissioner L.H. Nicholson, Royal Canadian Mounted Police
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Mr. J.R. Baldwin, Deputy Minister of Transport
Mr. E.A. Golden, Deputy Minister of Defence Production

Mr. F.R. Miller, representing the Chairman, Chiefs of Staff.
Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.
Mr. R.F. Legget, representing the Chairman, National Research Council.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
Dr. N.L. Nicholson, representing the Deputy Minister of Mines and Technical Surveys.
Mr. Jean Boucher, representing the Deputy Minister of Citizenship and Immigration.
Dr. H.A. Procter, representing the Deputy Minister of National Health.
Mr. G.M. Carrie, representing the Chairman, Defence Research Board.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Captain F.W.T. Lucas, Department of National Defence (R.C.N.).
Mr. G.Y. Loughhead, Department of National Defence.
S/L S.S. Whetstone, Department of National Defence (R.C.A.F.).
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Dr. J.S. Willis, Department of National Health and Welfare.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 35th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughhead reported on the progress of the D.E.W. line subsequent to the issue of Progress Report No. 10 of the Co-ordinating Committee.

Surplus Material

2. An inspection team, including Canadian government representatives, had begun the preparation of a detailed inventory of all material at each site. This inventory would be used in determining the material that will become surplus to the requirements of the operating phase. The Department of Northern Affairs had expressed interest in components for a hangar originally planned for Site 2 which might be suitable for use at Aklavik, and in one or two sets of the steel frames with canvas covers, used during the construction of the modules, for Aklavik and possibly Frobisher Bay.

Employment of Canadians

3. The Federal Electric Company had stated that the Canadians being trained for the operating phase had demonstrated excellent technical ability. They expected that within the next three months 65% of the D.E.W. line employees, or approximately 80% of those to be assigned to the Canadian sectors, would be Canadian, and that this proportion would be maintained.

Frobisher Airfield

4. The R.C.A.F. had given permission for the erection of four double Atwell huts at Frobisher as temporary accommodation for the Federal Electric Company until the Foundation Company's contract was complete.

Mackenzie River Transportation

5. The U.S.A.F. had prepared a draft statement on the provision of ships for use on the Arctic coast and on the supply of the stations from Barter Island and Shepherd Bay. The Department of

Transport was being asked for their preliminary reactions to this statement.

Airlift

6. The U.S.A.F. was preparing data on tonnage, local procurement, and other factors affecting the airlift in the operating phase. When this detailed information was available a meeting would be held with Canadian authorities.

Policing

7. The R.C.M. Police was examining the need for stationing members of the force at various points along the line.

Turn-over Ceremony

8. A turn-over ceremony was being planned at Point Barrow on October 24, when the D.E.W. line station would be handed over from the Western Electric Company to the U.S.A.F., and from the U.S.A.F. to the Federal Electric Company. The U.S. authorities were intending to publicize this event, and were planning a similar ceremony for mid-December probably at Cambridge Bay.

9. Mr. Miller questioned the advisability of a ceremony at Cambridge Bay. It had probably been suggested by the U.S. authorities since a single ceremony at Point Barrow might give the impression of ignoring Canadian co-operation in the line. On the other hand a ceremony in Canada, at which responsibility would be passed from one U.S. company to another, might give occasion for further criticism regarding the scope of U.S. activities in the Canadian north.

10. Mr. Macdonnell considered a ceremony at Cambridge Bay would serve no useful purpose, but that if such a ceremony were held adequate Canadian representation was important.

11. The Committee agreed that the Department of National Defence should determine the reasons for the proposed ceremony at Cambridge Bay, and suggest to the U.S.A.F. that it might be undesirable.

Alaska Freight Lines

12. Alaska Freight Lines had requested Canadian approval of their delivering approximately 16,000 tons of freight to D.E.W. sites in Canada in 1957, 4,000 tons overland during the winter and the remainder by barge around Alaska in the summer.

13. Mr. Baldwin referred to earlier experiences with Alaska Freight Lines. The company had got into serious financial difficulties this year. The employment of an Alaskan company on this work in Canada had aroused some resentment. The U.S.A.F. had been approached by a Canadian firm but had indicated they had no requirement for overland transport.

14. Mr. Miller suggested that the U.S.A.F. should be asked whether they had any real interest in this operation.

15. Mr. Robertson said permission had been given to Alaska Freight Lines to increase the freight carried last spring on the clear understanding that they would not apply to carry freight overland in 1957. The U.S.A.F. could be informed that the Canadian authorities expected difficulties might arise about overland freighting unless it were arranged on the basis of open call for tenders. Alaska Freight Lines had also proposed an annual barge movement to the Western Arctic around Alaska. They had been informed that there was no likelihood that this would be acceptable to Canada, and the proposal had apparently been dropped. There appeared to be no objection to the proposed barge movement in 1957, since in 1958 all D.E.W. freight would be carried by the Mackenzie River route.

16. The Committee agreed

- (a) that the U.S.A.F. should be asked to state their requirement for overland freight movement in 1957, and informed that the Canadian authorities would like contracts for overland freight movements to be on the basis of open call for tenders;
- (b) that there would be no objection to the proposed movement by barge around Alaska in 1957.

17. The Committee noted the report on the progress of the Distant Early Warning line.

(ii) Mid-Canada Line

18. S/L Whetstone reported on the progress of the Mid-Canada line.

Winisk Dock

19. A dock had been built at Winisk to accommodate LCT. Some 30,000 tons of supplies, including approximately 10,000 tons of fuel, had been unloaded, and there was not sufficient fuel in shore storage to last until the end of 1957.

Bear Island

20. Owing to the late season this year it was not possible to build dock facilities, and it had become necessary to make an airstrip for the construction phase. The strip was 4,000 feet by 150 feet and could accommodate twin-engine aircraft of the Dakota type. The first aircraft with construction material was expected to land on 15 October.

Helicopter Operations

21. In an attempt to meet target dates thirty-eight helicopters were being used, six from the R.C.N. (until 1 December), six from the U.S.A.F. (only three serviceable), four from civilian sources, and twenty-two from the R.C.A.F.

International Geophysical Year

22. The Defence Research Board had requested permission to establish an aurora observation station for the International Geophysical Year at the site at Bird. This was being studied by Air Defence Command who expected to be able to assist.

Great Whale River

23. Facilities and quarters were being provided in the Mid-Canada line building for the Department of Northern Affairs until the six huts required by the department were completed. The

construction contractor (Carter Construction) was to give priority to his MCL construction.

Finance

24. Owing to unforeseen construction problems and increases in costs of materials and labour, the 170 million dollars allocated would probably be exceeded by approximately 35 million dollars.

Completion Status

25. The section of the line from Dawson Creek to Stoney Mountain now had some detection capability, and R.C.A.F. personnel were due at the station shortly to begin limited operation early in November, at the same time as testing. Construction of Doppler sites was nearly finished at practically all sites from Dawson Creek to James Bay. East of James Bay transportation problems had delayed work but a number of buildings were now erected. Electronic equipment was being installed at all section control stations except Knob Lake, and at all Doppler detection stations from Dawson Creek to James Bay. Construction and installation was continuing with material delivered during the summer. A winter airlift in the Labrador/Northern Quebec area and tractor train operations elsewhere would be required during this coming winter, their size depending on the quantity of stores moved during the summer. About 4,000 men were working on the line.

Target Date

26. The target date for operation was 1 January, 1957, but it appeared likely that this date would not be met.

27. Mr. Baldwin reported that the Mid-Canada line sea supply had been very successful. The equipment procured from the United Kingdom had proved very satisfactory and the continuing supply should cause little difficulty.

28. Mr. Golden said that the management contractor for construction of the line would in all probability be responsible for its operation.

29. General McNaughton said the P.J.B.D. considered that the living accommodation at MCL sites compared favourably with that at D.E.W. sites.

30. The Committee noted the report on the progress of the Mid-Canada line.

(b) The Canol Pipelines (Confidential)

31. Mr. Robertson reported that a note had been sent to the U.S. Embassy proposing that those parts of the 4-in. and 3-in. Canol pipelines which lay in Canada be turned over to the Canadian government, subject to an understanding that they would be available to meet U.S. military requirements in emergency.

(Secretary's memorandum Document ND-184 dated October 5, 1956).

32. Three commercial organizations had expressed interest in operating the pipelines; the White Pass and Yukon Route who wanted all the Canol pipelines, Shamrock Petroleum (in co-operation with Royalite) who were building a refinery at Haines and a pipeline to Haines Junction and who wanted the 3-in. and 2-in. lines to feed oil back to Whitehorse and Watson Lake and forward to Fairbanks, and Trans-Border Pipelines whose plans were not yet specific. These proposals were being examined by the Department of Northern Affairs who would make a recommendation to the Cabinet. Shamrock Petroleum also wanted to have petroleum products pumped over the 8-in. line from Haines to Haines Junction for a period of eight months until their line had been built. A direct request to the U.S. authorities had been refused and the company might formally ask the Canadian government to put their request to the United States.

33. General McNaughton said that the operation of the 8-in. line was still unsatisfactory, and the United States had emphasized the value of the back-up from the smaller lines. The Haines-Fairbanks Pipeline Agreement provided for the use of the line for commercial purposes if requested by Canada provided this would not interfere with military requirements.

34. The Committee noted the report on the Canol pipelines.

(c) Winter Opening of the Haines Cut-Off Road (Confidential)

35. Mr. Robertson reported that, following a meeting of U.S. and Canadian officials, a note to the U.S. Embassy had been drafted stating the conditions under which parts of the Haines road could be kept open during winter for maintenance of the Haines-Fairbanks pipeline.

(Secretary's memorandum Document ND-185 dated October 5, 1956.

36. Mr. Macdonnell said the note had not yet been sent to the United States.

37. Mr. Miller questioned the policy of preventing through traffic on the road. If the road were open to commercial traffic it might assist development of the Yukon Territory.

38. Mr. Robertson explained that two major factors had led to the policy. The White Pass and Yukon Railway, which already provided access to the Yukon, had a narrow profit margin. If the road carried part of the present traffic, the railway might be forced to raise its rates. This factor was not at present as serious as it had been two or three years earlier, but the railway might soon have to face competition in its oil distribution business. The other factor was the considerable capital and maintenance costs of keeping the road open. If money were available for roads in the Yukon there were more useful ways in which it could be spent.

39. General McNaughton said that there were strong political pressures in Haines for keeping the road open, but the U.S. military authorities were entirely satisfied with the proposed agreement.

40. The Committee agreed

- (a) that the proposed arrangements were satisfactory for the present;
- (b) that the case for keeping the road open should be reviewed during the coming winter.

(d) Greenland Expedition to Baffin Island (Unclassified)

41. Mr. Robertson reported that the Greenland expedition to Baffin Island had been successfully completed.

(Secretary's memorandum Document ND-186 dated October 5, 1956).

42. The Committee noted the report on the Greenland expedition to Baffin Island.

II. Transportation of D.E.W. Supplies during the Operating Phase (Confidential)

43. Mr. Robertson referred to the importance of the transportation arrangements for supply of the Distant Early Warning line. The Chairman of the Air Transport Board had proposed a meeting of Canadian government agencies to discuss the possible establishment of scheduled air services to meet D.E.W. and other needs. The next meeting of the Committee might be a suitable opportunity for this discussion.

44. General McNaughton reported that pile driving for the new wharf had been in progress at Tuktoyaktuk during the recent P.J.B.D. visit to the north. The wharf site seemed very suitable. At Normal Wells a new well had been capped and the Imperial Oil Company was confident of increasing production to meet D.E.W. needs. It appeared that adjustment of the cracking process would be simpler than expected.

45. The Committee agreed

- (a) to discuss the possible establishment of scheduled air services to meet D.E.W. and other needs at the next meeting;
- (b) to invite Mr. Matthews to attend this meeting.

III. Report on the Progress of the Relocation of Aklavik (Unclassified)

- (a) Townsite
- (b) Airstrip

46. Mr. Robertson reported that satisfactory progress had been made during the summer on the relocation of Aklavik.

(Secretary's memoranda Documents ND-188 and 189 dated October 11, 1956).

47. The Committee noted the reports on the programme of the relocation of Aklavik.

IV. Control of Frobisher Airfield (Confidential)

48. Mr. Robertson said that during the summer two meetings had been held between representatives of interested departments to discuss the transfer of control at Frobisher from the R.C.A.F. to D.O.T. The meeting considered that the U.S.A.F. should be given the use of a building area of their own, and should vacate the buildings they were now using, as they constructed their own facilities.

(Secretary's memorandum Document ND-190 dated October 5, 1956).

49. General McNaughton said the matter had been raised at the September meeting of the P.J.B.D. in connection with the U.S. request for greater security of tenure at Frobisher. The U.S.A.F. would need a considerable increase in facilities at Frobisher, but their plans had not yet developed sufficiently for them to determine their specific requirements. In the meantime additional accommodation was urgently needed in order to meet their present responsibilities, and the U.S.A.F. wished to begin this construction next summer. It had been agreed that a meeting between Canadian and U.S. officials should be held in Ottawa as soon as possible to discuss the problem.

50. Mr. Miller questioned the advisability of segregating the various users at Frobisher into separate areas. At such small isolated communities there would seem to be advantages in sharing such facilities as heat, light, and water supply.

51. Mr. Baldwin said the air base at Frobisher had been bought by the Canadian government at the end of the Second World War, and the facilities should revert to Canadian use when there was a government requirement.

52. The Committee noted that a meeting would be held shortly in Ottawa between Canadian and U.S. officials to discuss the change of control at Frobisher and future U.S.A.F. requirements there.

V. D.E.W. Line Sealift to the Western Arctic (Confidential)

53. Mr. Robertson reported that the D.E.W. line sealift to the Western Arctic had followed closely the pattern followed the previous year. Ice conditions were less severe and the ships had suffered comparatively little damage. In addition to the U.S. Navy sealift, Alaska Freight Lines had carried approximately 10,000 tons by barge from Seattle and the Northern Transportation Company had carried approximately 7,000 tons down the Mackenzie to D.E.W. line sites.

(Secretary's memorandum Document ND-191 dated October 9, 1956).

54. The Committee noted the report on the D.E.W. line sealift to the Western Arctic.

VI. Recent Economic Developments in Northern Canada (Unclassified)

55. Mr. Robertson explained that the report on recent economic developments in northern Canada had been prepared for the information of members of the Committee. Great interest was being shown in the timber resources south of Great Slave Lake. A U.S. firm was planning to establish a wood processing plant in Wood Buffalo Park and it was expected that within a few years Fort Smith would grow to the size of Yellowknife.

(Secretary's memorandum Document ND-192 dated October 10, 1956).

56. General McNaughton remarked on the recent increase in interest in the Athabasca Tar Sands.

57. The Committee noted the report on recent economic developments in northern Canada.

VII. Items of General Interest:

(a) Meeting of the Northwest Territories Council (Unclassified)

58. Mr. Robertson reported that a meeting of the Northwest Territories Council had been held at the new site of Aklavik from August 23 to August 31. This was the first time in Canada a legislative body had met north of the Arctic Circle. The main subjects discussed were liquor and game. Game conditions throughout most of the Northwest Territories were very serious

and it seemed that during the coming winter many natives might suffer from food shortage and the lack of caribou skins for clothing.

59. The Secretary reported the following items of general interest:

(b) Visit Between the Scott Polar Research Institute and the Russian Arctic Institute at Leningrad (Unclassified)

60. In July 1955 the Scott Polar Research Institute proposed an exchange of visits with the Arctic Institute at Leningrad. This was accepted in December and two representatives of the Arctic Institute visited England between 18 and 28 April. The visit was returned by Dr. B. Roberts and Dr. T.E. Armstrong of the Scott Polar Research Institute who were in Russia between 28 May and 9 June and visited a number of polar research organizations including the Arctic Research Institute of Leningrad, the Chief Administration of the Northern Sea Route, the V.A. Obruchev Institute of Permafrost Studies, and the Research Institute of Agriculture of the Far North.

(c) 1956 Eastern Arctic Patrol (Unclassified)

61. The C.G.S. "C.D. Howe" carrying the Eastern Arctic Patrol sailed from Montreal on June 29, having been delayed three days by a fire in the cargo, and returned to Quebec on September 20. The patrol followed closely the pattern followed in previous years but included for the first time a visit to Moffet Inlet towards the south end of Admiralty Inlet. Emphasis was placed on the medical programme.

(d) U.S.A.F. Airstrips in Newfoundland and Labrador (Secret)

62. In 1954 the United States was given permission to conduct surveys to determine the feasibility of constructing airstrips at St. Anthony, Nfld., and at Cartwright and Hopedale, Labrador. As a result of these surveys the U.S.A.F. has decided that airstrip construction at these sites, while highly desirable, is not economically feasible. The U.S. Embassy has notified the Canadian government that the proposal to construct these airstrips had been abandoned.

(e) Measles Epidemic on the Hudson Bay Coast of Keewatin (Unclassified)

63. Dr. Procter reported that during the summer 383 cases of measles had been reported among the Eskimos on the west coast of Hudson Bay. Two deaths were directly attributable to the epidemic.

VIII. Other Business

(a) Co-ordination of Power Supply for Northern Communities (Unclassified)

64. Mr. Robertson said the Construction Sub-Committee had agreed that in northern settlements too small to support commercial power supply the department with the greatest power requirement should be asked to supply other government users. It might perhaps be useful if the Committee were to give its support to this concept.

65. Mr. Stead said that the question of co-ordinating power supply was part of the larger problem of co-ordination and management in planning northern communities. At a meeting on October 25 the Construction Sub-Committee would be discussing a proposal that at each settlement a single department should be responsible for co-ordinating the development of the community.

66. The Committee agreed that the question of co-ordinating supply of power in northern communities should be deferred until after the Construction Sub-Committee meeting.

IX. Date of Next Meeting

67. The Committee agreed that the next meeting should be held on Monday, November 12, at 2:30 p.m. in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
October 18, 1956.

37. The thirty-seventh meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Monday, 12 November, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Major-General H.A. Young, Deputy Minister of Public Works

General A.G.L. McNaughton, Chairman, Canadian Section P.J.B.D.

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys.

Mr. R.F. Legget, representing the President, National Research Council.
Asst. Commissioner E.H. Perlson, representing the Commissioner,
R.C.M.P.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Dr. P.E. Moore, representing the Deputy Minister of Health.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for
External Affairs.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. F.T. Davies, representing the Chairman, Defence Research Board.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources
(Secretary)

Also Present:

Mr. W.J. Turnbull, Deputy Postmaster General.

Mr. W.J. Matthews, Chairman, Air Transport Board.

Mr. J.R. Belcher, Air Transport Board.

Mr. G.Y. Loughhead, Department of National Defence.

G/C E.C. Poole, Department of National Defence (R.C.A.F.).

Mr. F.J.G. Cunningham, Department of Northern Affairs and National
Resources.

Mr. J.R.K. Main, Department of Transport.

Mr. J.J. McCardle, Department of External Affairs.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 36th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line:

Transportation

2. On November 20 and 21 a meeting would be held in Ottawa with U.S. officials to discuss the conditions under which the Mackenzie River route would be used to resupply the western part of the D.E.W. line, and Canadian participation in the Foxe Basin sealift. There would be a preliminary meeting of Canadian representatives of November 19.
3. The U.S.A.F. was revising that part of the Logistic Plan dealing with air supply. A joint meeting would be held when detailed information on tonnages and Canadian procurement had been established.
4. The estimates for the 1957 sealift were 20,000 measurement tons of general cargo, and 56,000 measurement tons of POL.
5. There would be a very heavy demand for air transportation south from Frobisher in mid-December and Canadian departments should plan to avoid requirements during that period.

Construction

6. Work on the radomes had been completed and most of the towers were finished. Some construction would remain for 1957, particularly on the roads and airstrips in the east. The Federal Electric Company had assumed beneficial occupancy of certain stations, and there had been favourable comments on the condition of these sites.

Employment

7. The Federal Electric Company was preparing a detailed plan covering Eskimo employment and would subsequently request a

meeting with the Department of Northern Affairs to discuss their proposals.

8. Canadians employed by the Federal Electric Company either on the line or in training now numbered 111 radicians, 6 supply personnel, and 15 superintendents.

Administration

9. The R.C.M. Police were continuing their present arrangements for 1957 and would later decide whether permanent detachments were required on the line.

10. There had been reports that a number of Eskimos had been attracted to the station at FOX and were causing concern owing to their proximity to the airstrip.

11. The Department of Transport was proceeding with their plans for the operation of the airfield at Frobisher, and a meeting was being arranged with the U.S.A.F. to discuss this matter.

Turn-over Ceremony

12. The Department of National Defence had received information about the turn-over ceremony conducted at Point Barrow on 24 October. The project office had been informed that a similar ceremony in Canada was not desirable, but the U.S.A.F. still considered it would be most appropriate.

13. General McNaughton recalled that at its last meeting the Committee had agreed that there was nothing to be gained by a turn-over ceremony in Canada. Unless the situation had altered, this decision should stand. The matter could be left to the discretion of the Department of National Defence.

14. Dr. Moore reported that the nursing station at FOX would not be completed until late in 1957 owing to a shortage of certain building supplies.

(ii) Mid-Canada Line

15. G/C Poole reported on the progress of the Mid-Canada line:

Airfields

16. The construction of the Mid-Canada line had resulted in a number of new airfields and airstrips between the 55th and 60th parallels. The airfield at Knob Lake had been in operation before the Mid-Canada line began, but new airfields had been established at Great Whale River and Winisk. All-weather airstrips had been built at a number of sites, and at others there would be winter strips. Every station would have facilities for handling some type of aircraft.

Completion Date

17. The Mid-Canada line had been scheduled for completion by January 1, 1957, and the western part of the line, some of which was already in operation, would be finished on or before that date. There would be a delay of about six weeks in completing the eastern section.

Cost

18. Expenditure of \$174,000,000 had been authorized and the R.C.A.F. was now asking Treasury Board for an additional \$34,000,000. This was required owing to the increased costs of construction and transportation.

19. The Committee noted the reports on the progress of the early warning lines, and agreed that a turn-over ceremony in Canada to mark completion of the D.E.W. line was undesirable.

(b) Alaska Freight Lines (Confidential)

20. Mr. Loughead reported that the U.S.A.F. had indicated that there was no requirement for overland transportation to the D.E.W. line during the winter of 1956-57. The Department of Transport had therefore informed Alaska Freight Lines that their application to carry freight overland could not be approved, but that there would be no Canadian objection to their participation in the 1957 sealift to the Western Arctic.

21. The Committee noted the report on Alaska Freight Lines.

(c) The Establishment of Scheduled Air Services in Northern Canada (Confidential)

22. Mr. Robertson explained that, with the construction of the early warning lines, flying in the Canadian north had increased to the point where a discussion of the possibility of establishing certain scheduled services seemed warranted.

(Secretary's memorandum Document ND-193 dated November 1, 1956).

23. Mr. Matthews said that military requirements would make up the bulk of the air traffic in the north for some time to come. Arrangements were being made for the lateral movement to be by Canadian air carriers. The Federal Electric Company had indicated that they would require exclusive use of the aircraft employed on this movement. No definite decisions had yet been made on the north/south traffic. The Air Transport Board considered that the development of civil air services should not get ahead of commercial traffic needs. The following air services were at present in operation in the north -

1. Montreal – Frobisher – In addition to the flights chartered by the Foundation Company between Mont Joli and Frobisher, a specific point (Class 2) service between Roberval and Chimo was carried out by Mont Laurier Aviation. This company had recently applied to the Air Transport Board for permission to extend this service to Frobisher.
2. Montreal – Churchill – Austin Airways operated a Class 3 service along both sides of Hudson Bay to Winisk and Port Harrison. This might be extended to Churchill.
3. Churchill – FOX – Trans-Air had applied for permission to establish a Class 3 service from Churchill to FOX and possibly to Resolute.
4. Yellowknife – Cambridge Bay – At the present time Pacific Western Airlines operated a Class 3 service from Yellowknife to Coppermine which might be extended to Cambridge Bay.
5. Edmonton – Aklavik – Canadian Pacific Airways provided a regular scheduled (Class 1) service between Edmonton and Aklavik. Last year they had suggested a route between Aklavik

and Cambridge Bay, but the Air Transport Board had asked them to withhold their application.

24. Mr. Main pointed out that that increased northern flying would call for an increase in such facilities as airfields, communications, navigation aids, and weather reporting, which D.O.T. would be expected to provide. There were sufficient facilities on all these routes for Class 3 services. Facilities for a Class 2 service to Frobisher via Chimo were probably adequate. Facilities on the Churchill – Coral - FOX and Yellowknife - Contwoyto Lake - Cambridge Bay routes could be brought to Class 2 standards comparatively easily. There was now a great deal of flying in the James Bay area, and additional facilities there were at present being considered. These would be applicable to the Montreal-Churchill route.

25. Mr. Turnbull said the policy of the Post Office Department was not to provide mail service to specialized or temporary communities, such as defence establishments and construction camps, but only to permanent settlements. Frobisher Bay was an example of a community which had recently developed sufficiently to warrant mail service. Where there was no mail service to an area the Post Office Department was required to send mail to the closest point on a regular transportation route from which it could be forwarded to that area. Arrangements for transporting mail were negotiated directly between the transportation agencies and the Post Office Department.

26. Mr. Loughhead pointed out that under the D.E.W. line agreement the agency operating the D.E.W. line was not required to provide facilities for civilian purposes. Use of D.E.W. strips should be based on the ability of the civil operators to provide their own fuel, food, and accommodation.

27. Mr. Matthews enquired whether the Committee would support the application of Mont Laurier Aviation to extend their service from Chimo to Frobisher, and C.P.A.'s proposal to establish a route between Aklavik and Cambridge Bay.

28. General McNaughton pointed out that Frobisher was becoming an increasingly important administrative and transportation centre, as well as a defence base, and a reliable transportation service would be most useful.

29. Mr. Robertson considered it most important that the possibilities of developing northern air service should be explored as rapidly as possible. Provided military and civilian requirements could be met in the same operation, it should be feasible to establish regular air transportation services

for all users in the near future. If separate operations were necessary, it would probably be many years before as adequate transportation would be available for civil purposes. The route between Aklavik and Cambridge Bay should be established as soon as traffic warranted. East 3 was a new point requiring air transportation.

30. General Young said that a service to East 3 would be most useful during the construction period.

31. The Committee noted the discussion on the development of air services in the north, and agreed that

- (a) the establishment of a reliable air transportation service into Frobisher was most desirable;
- (b) the Air Transport Board should proceed with the hearing of this and other applications for northern air service;
- (c) that in negotiations with the United States every effort should be made to meet civil and military transportation needs by means of a single service.

II. Report of the Construction Sub-Committee (Unclassified)

32. General Young reported that the rapid development taking place at a number of northern settlements was increasing the need to co-ordinate federal construction. The Construction Sub-Committee had recently considered a suggestion that responsibility for co-ordinating settlement planning, construction, and management of federal housing should be centralized in a single department at certain northern settlements. The department with the greatest interest in the community would normally be chosen. At its last meeting the Sub-Committee had approved this in principle and had received a report from a working group which had been studying the allocation of responsibility at the different settlements. The Sub-Committee had considered, however, that the terms "settlement planning", "management", and "construction" should be defined in detail before a concrete proposal was submitted to the A.C.N.D.

33. Mr. Stead said a McGill University group of geographers, architects and others was interested in studying town planning in the north, and had requested government support. If such a project were carried out the principles developed from a study of one location might be useful elsewhere.

34. General Young said the group had suggested a study of the town of Churchill. This might be complicated owing to the town being situated in a province, rather than in the Northwest Territories of the Yukon Territory.

35. The Committee noted the report of the Construction Sub-Committee.

III. U.S. Activities at Cape Christian, N.W.T. (Confidential)

36. Mr. Robertson referred to the report on activities at Cape Christian, N.W.T. which had been circulated for information.

(Secretary's memorandum Document ND-194 dated November 1, 1956).

37. The Committee noted the report on U.S. activities at Cape Christian.

IV. Erosion of the Whitehorse Escarpment (Confidential)

38. Mr. Legget described the problem caused by erosion of the Whitehorse escarpment. The subject had been considered at a working group of the Construction Sub-Committee, and it appeared that a study of the development of the airfield was a necessary preliminary if steps were to be taken to remedy the situation. The Division of Building Research would be able to undertake the study but this would require the co-operation of other departments, including access to their files. It would also be helpful if a decision could be reached at this time on the agency which would be responsible for any remedial action.

(Secretary's memorandum Document ND-195 dated November 12, 1956).

39. Mr. Robertson suggested that there would be just grounds for complaint at Whitehorse if no action were taken and a further serious mud slide occurred.

40. General Young said the Department of Public Works could undertake any work that it was subsequently decided should be carried out, provided that the Department of National Defence agreed.

41. Brigadier Rothschild said the Department of National Defence would have no objection to the Department of Public Works carrying out this task.

42. Mr. Boyer offered the assistance of the Department of Mines and Technical Surveys in any geophysical or geological investigations.

43. The Committee agreed

- (a) that an investigation of the problem caused by erosion of the Whitehorse escarpment should be made;
- (b) that the Division of Building Research of the National Research Council should carry out a preliminary study of the development of the airfield at Whitehorse and other activities affecting the escarpment;
- (c) the Department of Public Works should be responsible for such remedial action as was later approved.

V. Items of General Interest:

44. The Secretary reported on the following items of general interest:

(a) 1956 Cruise of H.M.C.S. "Labrador" (Unclassified)

45. H.M.C.S. "Labrador" docked at Halifax on the 13 October having been at sea since the 3 July. Most of this time was spent in oceanographic and hydrographic work in Foxe Basin and in supporting the D.E.W. task force there. She returned through Fury and Hecla Strait, Prince Regent Inlet, and Lancaster Sound. In all she steamed about 18,000 miles and made approximately 12,000 miles of soundings mostly in uncharted waters.

(b) Ottawa Office of the Arctic Institute of North America (Unclassified)

46. The Arctic Institute of North America had opened an office in Ottawa at 388 Elgin Street.

(c) Light Aircraft in the Queen Elizabeth Islands (Unclassified)

47. A Piper Cub of Spartan Flying Services made an extensive journey in the Queen Elizabeth Islands this summer. The aircraft operated on wheels and flew from Pelly Lake via King William Island, Boothia, and Somerset Island to Resolute and on the Eureka. From Eureka a number of journeys were made to Axel Heiberg Island, Greely Fiord and via Fort Conger and Alert to

Cape Columbia. The journey started on August 4 and took about two weeks. It was without incident except for slight damage to the undercarriage at Fort Conger.

(d) Closing of Navigation in Hudson Bay (Unclassified)

48. The navigation season in Hudson Bay closed officially on 15 October. It was a record year for Fort Churchill. Forty-eight grain ships used the port and over sixteen million bushels of grain passed through. C.G.S. "d'Iberville" called at Churchill for bunkering after the official closing of the port and sailed for Quebec on 4 November. Two ships sailed from Montreal on 2 November bound for Great Whale River and hoped to return before freeze-up. If they succeeded this would be the latest date that shipping had passed through Hudson Strait.

(e) Aklavik Flying Service's Missing Aircraft (Unclassified)

49. Two Cessna 195 aircraft, flying in company, were reported missing on 28 September on a flight from Coppermine to Aklavik. An extensive search failed to locate the aircraft, which had been forced to land owing to shortage of fuel and were 320 miles off course. One of the pilots, attempting to walk to a trading post, met a band of Indians who guided him to Rayrock Mines, north of Yellowknife. He was able to arrange for the rescue of the party after it had spent nineteen days in the bush.

VI. Other Business

50. There was no other business.

VII. Date of Next Meeting

51. The Committee agreed that the next meeting should be held on Monday, December 17, at 2:30 p.m. in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
November 20, 1956.

38. The thirty-eighth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Monday, 17 December, 1956.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Major-General H.A. Young, Deputy Minister of Public Works
Mr. J.R. Baldwin, Deputy Minister of Transport
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Commissioner L. H. Nicholson, Royal Canadian Mounted Police
Mr. A.H. Zimmerman, Chairman, Defence Research Board

Lt.-Gen. H.D. Graham, representing the Chairman, Chiefs of Staff.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
Dr. P.E. Moore, representing the Deputy Minister of National Health and Welfare.
Mr. J. Boucher, representing the Deputy Minister of Citizenship and Immigration.
Mr. R.F. Legget, representing the President, National Research Council.
Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.
Mr. J.J. McCardle, representing the Under-Secretary of State for External Affairs.
Mr. A. Laframboise, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Brigadier R.P. Rothschild, Department of National Defence.
Mr. F.J.G. Cunningham, Department of Northern Affairs and National Resources.
Mr. G.Y. Loughhead, Department of National Defence.
S/L S.S. Whetstone, Department of National Defence (R.C.A.F.).
Mr. J.E. Devine, Department of Transport.
Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 37th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line.

Airlift

2. After a number of delays the U.S.A.F. had advised that they would be prepared to meet with Canadian authorities before January 15, 1957, to discuss the D.E.W. line airlift. Prior to this meeting Canadian officials would have an opportunity to study the U.S.A.F. proposals.

Operating Phase

3. Meetings planned in Ottawa for December 19 and 20 to give officers of the Federal Electric Company an opportunity to discuss various problems connected with the operation of the D.E.W. line with Canadian departments had been postponed at the request of the Federal Electric Company until some time in January.

Sea Supply

4. Meetings had been held in Ottawa on November 20 and 21 to discuss various problems connected with the sea supply of the D.E.W. line. The U.S.A.F. had agreed to the use of the Mackenzie River system to supply the western portion of the line, and it had been suggested that the Chairman of the Canadian Section of the P.J.B.D. write to the United States asking for the ships that would be required. Discussions had also taken place on the possibility of D.O.T. taking over the supply of stations in Foxe Basin.

Postal Arrangements

5. Canadian employees of the Federal Electric Company had asked why mail originating in Canada was being sent to the United States for distribution through the U.S. Army Post Office, with the attendant delay. The Post Office Department was investigating the matter.

Turn-over Ceremony

6. An informal turn-over ceremony with no publicity had taken place at Cambridge Bay on December 12. The R.C.A.F. was represented by Air Commodore Gilchrist, Air Defence Command.

Inspection of Surplus Materials

7. A team including several Canadian representatives had made an inventory of all material at the sites in the western part of the line. In the east a similar task would begin on February 1. Public Works and Northern Affairs would be advised of the details as they became available.

Nursing Station at Fox

8. Work on the nursing station at Fox had been suspended. The road would require opening when work was resumed and the Department of National Health and Welfare was being asked to advise the Western Electric Company well in advance of any assistance they would require.

9. General McNaughton reported that he had written to request the loan of the U.S. ships needed to supply the western part of the D.E.W. line.

(ii) Mid-Canada Line

10. S/L Whetstone reported on the progress of the Mid-Canada line

Construction

11. Construction was proceeding satisfactorily between Dawson Creek and Bird but largely owing to transportation difficulties work was lagging in the east.

Transportation

12. During the summer approximately 16,000 tons of material had been landed mainly at Great Whale River and Winisk with smaller tonnages at other points on Hudson Bay. Airlift and tractor train operations would be carried out during the winter especially in the east. Airstrips on both sides of James Bay and on Bear Island were now in use. The R.C.N. helicopters were being extremely valuable.

Installation of Electronic Equipment

13. In the west the installation of electronic equipment was proceeding well. There was now radiotelephone communication along the line from Bird to the west. In the east it did not appear that the line could be operational before March.

Operation and Maintenance

14. The section of the line from Dawson Creek to Site 321 would be operated by the Trans-Canada Telephone Company. The R.C.A.F. and the Department of Defence Production had agreed that a second contractor should be engaged to operate the remainder of the line. Four firms had been invited to submit proposals.

Finances

15. Funds for the Mid-Canada line had been increased from \$177million to \$204 million. An additional \$10 or \$11 million might be required.

16. The Committee noted the report on the progress of the early warning lines.

(b) Erosion of the Whitehorse Escarpment (Unclassified)

17. Mr. Legget reported that the Division of Building Research expected to begin the preliminary study of the Whitehorse escarpment early in January. When plans had been completed the division would request permission to examine departmental files.

18. The Committee noted that the Division of Building Research expected to begin their study of the Whitehorse escarpment early in January.

II. Future Operation of the Northwest Territories and Yukon Radio System (Confidential)

19. General Graham explained that the Northwest Territories and Yukon Radio System had been established in 1923 by the Army at the request of the Department of the Interior. Up until 1939 the Department of the

Interior (later Mines and Resources) had paid the cost of operating the system, but since then the cost had been borne entirely by the Army. In 1955-56 the cost to the Army had been \$1,127,219 although the

Department of National Defence originated only 3% of the traffic. Other government departments accounted for 84% and commercial traffic 13%. About 90% of the government traffic originated with D.O.T. It seemed unreasonable that the Army should continue to bear the entire cost. Two courses had been suggested. The Army could turn responsibility for operating the system over to some other agency, or costs could be shared. At the present time the Army favoured the latter course.

(Secretary's memorandum Document ND-196 dated December 11, 1956).

20. General Young said the Army had operated the system most efficiently and should retain responsibility for operation.

21. General McNaughton considered both the public and the Army had benefitted from Army operation of the system. The value of the training had been proved during the Second World War when the Canadian Army had the best Signals of any army. There was however no reason why the Army should pay the entire cost. The necessary funds might be contained in a neutral vote, controlled by some agency representing the user departments, possibly a sub-committee of the Advisory Committee on Northern Development.

22. Mr. Baldwin said that as the Department of Transport expanded its system of flying control it would reduce its dependence on the Northwest Territories and Yukon Radio System. In some areas development had reached the stage where portions of the system might be turned over to commercial operators. A detailed review of the entire system should be carried out before any decision on its future operation was made. The sale of the Northwest Communications System to Canadian National Telegraphs was being considered, and it might be possible for C.N.T. to absorb some of the southern parts of the Northwest Territories and Yukon Radio System in the same way. The Department of Transport had no objection to paying for services received from other departments. It was however providing free services to many departments in other fields.

23. Mr. Stead suggested the government would be in favour of commercial organizations taking over any part of the system they were prepared to operate. The question of payment for services between government departments was being reviewed by the Treasury Board, but in general this procedure was favoured only when it might exert a restraining influence on user departments. Since estimates for the coming year had already been

prepared no immediate change was possible and there would be plenty of time to consider this matter.

24. Mr. Robertson suggested that an ad hoc committee of interested departments should make recommendations on the future operation of the system. After the Army and D.O.T. had studied the technical questions, user departments should be consulted in arriving at any recommendations.

25. Commissioner Nicholson stated the Northwest Territories and Yukon Radio System was very important to police work in the north and the R.C.M. Police would like an opportunity to comment before any change was made in the present pattern.

26. General Graham undertook to instruct the Director of Signals to initiate discussions with the Director of Telecommunications of the Department of Transport on the technical aspects of the future operation of the system.

27. The Committee agreed that the Army and D.O.T. would discuss the technical aspects, and that user departments would be consulted in drawing up recommendations for the future operation of the Northwest Territories and Yukon Radio System.

III. Annual Report of Government Activities in the North – 1956 (Unclassified)

28. Mr. Robertson said the Secretary had suggested that the Annual Report on Government Activities in the North for 1956 should follow the same form as last year, except that expenditures would not be included in the main body of the report unless they were of a major nature.

(Secretary's memorandum Document ND-197 dated December 11, 1956).

29. Mr. Stead considered the summary of revenue and expenditures now included in the appendix of the report showed expenditures in sufficient detail.

30. The Committee agreed that the Report on Government Activities in the North for 1956 should be in the same form as last year with the exception that minor expenditures would not be included in the main body of the report.

IV. Vertical Air Photography of the Canadian Arctic Archipelago (Confidential)

31. Mr. Robertson said that at its thirty-first meeting on February 6 the Committee had agreed that the desirability of extending the government's programme of air photography to the Arctic Archipelago should be examined by the Departments of National Defence and Mines and Technical Surveys. Following this examination the Interdepartmental Committee on Air Surveys had recommended that the programme be extended to cover the Arctic Archipelago at the same scale of effort as at present.

(Secretary's memorandum Document ND-198 dated December 11, 1956).

32. Dr. van Steenburgh explained that coverage of the mainland would be completed next summer but work on the islands could not start until 1958 because it would be necessary to stockpile supplies. With favourable conditions it might be completed by 1962.

33. Mr. Stead said federal government contracts made up a large proportion of the business of the aerial survey companies. Once coverage of the Arctic Islands was completed the government's requirements would be greatly reduced. It had been suggested that work on the Arctic Islands might be extended over a longer period to avoid a sudden drop in the level of activity.

34. Mr. Baldwin suggested that, since the programme would come to an end eventually, little would be gained by extending it over a few more years. Industry was finding increasing use for aerial photography and it seemed probable that by 1962 the air survey companies would have substantial commercial business.

35. The Committee noted that the Interdepartmental Committee on Air Surveys had recommended to the Treasury Board that the programme of vertical photography should be extended to cover the Arctic Archipelago at the present scale.

V. Co-Ordination of Federal Building Activities in the North (Unclassified)

36. Mr. Robertson said the Construction Sub-Committee had examined the need for increased co-ordination of federal building activities in the north. For several years the Sub-Committee had reviewed the construction planned in the north and had allocated responsibility for supervision in each

settlement to a single department. The Sub-Committee now recommended that responsibility for settlement planning and for management of government buildings also be allocated to a single department.

(Secretary's memorandum Document ND-199 dated December 12, 1956).

37. General Young explained that the definitions of settlement planning, construction, and management in the Sub-Committee's report recognized the need for the degree of centralization to vary according to the type of settlement.

38. Mr. Stead said the suggestion of allocating responsibility had been made because of problems that were becoming apparent at certain larger settlements such as Yellowknife and Whitehorse.

39. Commissioner Nicholson considered allocating responsibility for maintenance would often have undoubted advantages. There would be many difficulties which could be resolved only by the good judgment of those concerned. Departments had established their own controls, scales of furniture, etc. Any changes should be gradual, and uniformity should be avoided.

40. Mr. Baldwin was in favour of the principle of allocating management responsibility but suggested it be tried first on an experimental basis at a limited number of settlements. Since many departments required specialized types of buildings, allocation should be restricted to housing.

41. Mr. Robertson suggested that for the time being the allocation of responsibility for management of government housing should be limited to Aklavik, Yellowknife, Churchill, Fort Smith, and Whitehorse.

42. The Committee agreed:

- (a) that responsibility for town planning be as shown in Document ND-199;
- (b) that responsibility for supervising new construction should continue to be allocated by the Construction Sub-Committee on a year-to-year basis;
- (c) that responsibility for management should at present be limited to government housing at Aklavik, Yellowknife, Churchill, Fort Smith, and Whitehorse.

VI. International Geophysical Year (Confidential)

43. Mr. Robertson said that at the International Geophysical Year meetings in Stockholm last May the U.S.S.R. had proposed closer co-operation in ice reporting in the Arctic Basin, with Soviet aircraft refueling in Alaska and U.S. aircraft refueling in north Russia. When the United States had followed up this suggestion, the U.S.S.R. had replied that they had adequate information on the sector north of Russia, but might be willing to assist in the area north of Greenland, Canada, and particularly Alaska, if asked.

(Secretary's memorandum Document ND-200 dated December 11, 1956).

44. The Committee noted the report on the proposed exchange of flight privileges between the United States and the U.S.S.R. for ice reconnaissance during the International Geophysical Year.

VII. Control of Frobisher (Confidential)

45. Mr. Baldwin reported that a meeting between the U.S.A.F., R.C.A.F., and D.O.T. on November 19 had discussed the change of control at Frobisher. The U.S. representatives had agreed to the Canadian proposals, including the principle that U.S. activities would be restricted to a designated area adjacent to the airstrip. When official concurrence had been received from Washington, the D.O.T. would prepare a submission to the Cabinet seeking permission to proceed with taking over responsibility at Frobisher. This would probably begin next spring.

(Secretary's memorandum Document ND-201 dated December 12, 1956).

46. General McNaughton suggested that the Cabinet's decision should be obtained before the next meeting of the P.J.B.D. on January 21.

47. Mr. McCardle enquired whether a separate submission to the Cabinet would be necessary to cover the U.S. request for guaranteed tenure at Frobisher.

48. Mr. Huck suggested that the question of tenure might well be included in the same submission since consideration of this matter would be dependent on the arrangements for transfer of control.

49. The Committee noted that the Department of Transport would prepare a submission to the Cabinet seeking permission to take over control

at Frobisher, and would include the question of U.S. tenure in the same submission.

VIII. Items of General Interest: (Unclassified)

50. The Secretary reported the following items of general interest:

(a) The Arctic Prowler

The Arctic Prowler, a small sealer employed on carrying freight to the Mid-Canada Line developed engine trouble in Hudson Bay. She was taken in tow at the west end of Hudson Strait by C.G.S. "N.B. McLean" on November 11 and towed to Gaspé.

(b) Closing of Hudson Strait

The two ships which sailed from Montreal on November 2 bound for Great Whale River were unable to pass through Hudson Strait. One got as far as Diana Bay but turned back on November 13.

(c) Joint Arctic Weather Stations Meeting

The annual meeting on the Joint Arctic Weather Stations Programme was being planned for the week beginning February 4.

(d) Measles Epidemics in the Hudson Bay Area

The measles epidemic reported during the summer in the Keewatin area now appeared to be under control. A second epidemic had however broken out on the east coast of Hudson Bay, centred on Great Whale River.

(e) C.G.S. "Baffin"

Dr. van Steenburgh reported that the C.G.S. "Baffin", the new arctic hydrographic vessel, had today sailed from Montreal to begin her working-up trials.

IX. Other Business

Canol Pipelines (Confidential)

51. Mr. Robertson reported that, as agreed at the twenty-third meeting of the Committee, the Department of Northern Affairs was making recommendations to the government concerning the disposal of the Canol

pipelines. It was being proposed that the Canadian government retain title to all the lines. The 4" line would be offered to the White Pass and Yukon Railway at a nominal rent of \$1 a year, and the 2" and 3" lines would be offered to Alaska-Yukon Refineries and Distributors Limited at the same rent. In both cases the companies would be obliged to keep the lines in operating condition at all times, to turn them over to military requirements in case of emergency, and to operate them as common carriers. This arrangement would provide competing routes for the transport of petroleum to the Yukon Territory.

52. The Committee noted the proposals being made by the Department of Northern Affairs for the disposal of the Canol pipelines.

X. Date of Next Meeting

53. The Committee agreed that the next meeting should be held on Monday, January 28 at 2:30 p.m., in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
December 28, 1956.

39. The thirty-ninth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Monday, January 28, 1957.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Major-General H.A. Young, Deputy Minister of Public Works.

Mr. Marc Boyer, Deputy Minister of Mines and Technical Surveys.

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Mr. J. Boucher, representing the Deputy Minister of Citizenship and Immigration.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.

Asst. Commissioner E.H. Perlson, representing the Commissioner, R.C.M. Police.

Mr. F.T. Davies, representing the Chairman, Defence Research Board.

Mr. A. Laframboise, representing the Secretary to the Cabinet.

Mr. G.W. Rowley, Dept. of Northern Affairs and National Resources (Secretary).

Also Present

Mr. G.Y. Loughead, Department of National Defence.

W/C E.J. Greenway, Department of National Defence (R.C.A.F.).

S/L S.S. Whetstone, Department of National Defence (R.C.A.F.).

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 38th Meeting:

(a) Progress of the Early Warning Lines (Secret)

(i) D.E.W. Line

1. Mr. Loughead reported on the progress of the D.E.W. line.

Sealift

2. The Department of External Affairs had been asked to advise the U.S. authorities that application would have to be made again this year if the 1957 sea supply operation were to be exempted from the provisions of the Canada Shipping Act.

Availability of Hangar

3. The Department of Northern Affairs and National Resources had been advised that a D.E.W. line hangar was available for use at Aklavik provided suitable arrangements could be made.

Inspection of Surplus Material

4. The Departments of Public Works and Northern Affairs and National Resources had been notified that an inspection of surplus materials of the eastern section of the D.E.W. line would begin on February 15.

Security

5. The Department of Defence Production was reviewing the D.E.W. line security policy, several changes having been suggested by the R.C.A.F.

Meetings with Federal Electric Company

6. Meetings had been held in Ottawa on January 14 and 15 between officers of the Federal Electric Company and officials of various government departments. The subjects discussed included employment of Eskimos, customs regulations, industrial security, labour matters, and activities at Frobisher.

Employment

7. The Federal Electric Company was currently employing 213 Canadians including 119 now on the D.E.W. line.

Surplus Gasoline at Chimo

8. A surplus declaration of 5,715 drums of 100/130 Av. gas and 308 drums of Av. oil at Chimo had been withdrawn.

Tide Reporting Station

9. A request from the Department of Mines and Technical Surveys for assistance in the construction of a tide reporting station at Brevoort Island had been passed to the D.E.W. project office.

U.S. Operation of the D.E.W. Line

10. At the January meeting of the Permanent Joint Board on Defence the United States had been informed that the Canadian government had agreed to the U.S. operation of the D.E.W. line for three more years following the present three-year period under the same conditions.

11. Mr. Macdonnell said that U.S. preference had been for Canada to take over the operation of the D.E.W. line at the end of the initial three-year period. The Canadian government decision would however assist their planning. Canada had reserved the right to take over the operation of the line at any time.

(ii) Mid-Canada Line

12. S/L Whetstone reported on the progress of the Mid-Canada line.

Construction

13. The Doppler detection sites in the west were almost finished and in the east were about 75% complete. Work was progressing steadily on the section control stations but it was doubtful if those at Winisk and Great Whale River would be finally completed before 1958.

Employment

14. The present labour force consisted of 2,800 men but would probably fall off rapidly later in the year.

Electronics

15. Detection capability and communication existed between Dawson Creek and the west coast of Hudson Bay but further east a considerable amount remained to be done. Communication had now been established between FOX on the D.E.W. line and BIRD on the Mid-Canada line.

16. Brigadier Rothschild suggested that since the Mid-Canada line was nearing completion the regular monthly reports to the Committee might be discontinued. The R.C.A.F.'s Systems Engineering Group could report to the Secretary when any noteworthy development occurred.

17. The Committee noted the report on the progress of the early warning lines and agreed that in future reports on the Mid-Canada line should be made periodically as developments of interest occurred.

II. Air Transportation to the D.E.W. Line in the Operating Phase (Confidential)

18. Mr. Booth reported that Mr. Baldwin had recently discussed D.E.W. line air transportation with U.S. officials in Washington. The U.S.A.F.'s proposals were expected in a few days and a meeting of interested Canadian departments would then be held.

19. The Committee noted that the U.S.A.F.'s proposals for the air supply of the D.E.W. line would be available shortly and would be considered at a meeting of representatives of the Canadian departments concerned.

III. The Soviet North (Secret)

20. Mr. Robertson explained that the report on developments in the Soviet North had been prepared for the information of the Committee by the Joint Intelligence Bureau. It might be useful to have the report brought up to date once a year.

(Secretary's memorandum Document ND-202 dated January 24, 1957).

21. Mr. Boyer noted that the report was secret and enquired whether any of the information could be used publicly.

22. Brigadier Rothschild said that in order to produce a balanced report the J.I.B. had used both classified and unclassified material. Departments wishing to use information in the report could determine from the J.I.B. whether that particular information was classified.

23. The Committee noted the report on the Soviet North and agreed that it should be brought up to date once a year.

IV. Co-ordination of Construction (Unclassified)

24. Mr. Robertson said that at its last meeting the Committee had made several recommendations concerning the co-ordination of federal building activities in the north. It had been suggested that these recommendations should be referred to the Treasury Board for approval and a draft letter to the Board had been distributed with the agenda.

(Secretary's memorandum Document ND-203 dated January 24, 1957).

25. Mr. Stead suggested that, since the Department of Northern Affairs and National Resources would be responsible for all town planning after a settlement had expanded beyond a certain stage, the department should also co-ordinate the interim planning done by other departments. The list allocating responsibility for planning should be revised once a year and the Department of Northern Affairs might be asked to ensure that some department was responsible for planning at all settlements where it was considered desirable.

26. At Fort Smith, Yellowknife, and Aklavik, all funds for new construction and maintenance of housing might appear in the estimates of the Department of Public Works, as was already being done for Whitehorse. Where some other department had more operating staff in a settlement the Department of Public Works could delegate certain functions of management, as would be the case in Aklavik and Fort Smith.

27. General Young suggested that in many cases the value of co-ordinating the use of government housing would be lost if the managing agent could allocate houses only on an "en bloc" basis. The manager should be able to make whatever allocations seemed best in any particular situation. It was understood that there would be consultation with departments as necessary. Specialized housing such as that in the R.C.M.P. compounds and at airports would not be allocated with other government housing. Although the Department of Public Works was to be responsible for management of government housing at Yellowknife they would like the Sub-District Administrator to look after the allocation of housing since there would not be a Public Works officer stationed permanently in the community.

28. The Committee agreed that the draft letter to the Treasury Board should be revised to reflect the points discussed.

V. Control of Frobisher (Confidential)

29. Mr. Robertson reported that the Cabinet had agreed on January 10 that responsibility for operating the airfield at Frobisher should be transferred from the R.C.A.F. to D.O.T.

(Secretary's memorandum Document ND-204 dated January 24, 1957).

30. W/C Greenway said a detailed working agreement between the D.O.T. and the U.S.A.F. was being drawn up. A draft should be available in about ten days and would be circulated to interested departments.

31. Mr. Macdonnell said that when the working agreement was ready it should be made the subject of an exchange of notes between Canada and the United States. The exchange would also mention the ten-year tenure which the U.S.A.F. had been granted at Frobisher. Any agreement on refueling bases would be dealt with in a separate exchange of notes.

32. Mr. Huck stated that the U.S.A.F. had agreed that any construction involved in connection with refueling bases in Canada should be handled by Canadian agencies using Canadian contractors.

33. The Committee noted that

- (a) the Cabinet had approved the transfer of responsibility for the airfield at Frobisher from the R.C.A.F. to D.O.T.,
- (b) a working agreement between D.O.T. and the U.S.A.F. was being drawn up,
- (c) any agreement on refueling bases would be dealt with in a separate exchange of notes,
- (d) Canadian agencies would handle any construction involved in refueling bases using Canadian contractors.

VI. Items of General Interest

(a) Session of the Northwest Territories Council (Unclassified)

34. Mr. Robertson reported that the Council of the Northwest Territories had met in Ottawa from January 14 to January 23. The main point at issue had been whether Eskimos and Indians should be allowed to have alcoholic drinks.

35. The Secretary reported on the following items:

(b) Fire at Sugluk Mission (Unclassified)

36. On 6 January fire had completely destroyed the R.C. mission and church at Sugluk.

(c) Rev. Joseph Buliard (Unclassified)

37. Eskimos visiting Baker Lake had reported that Father Joseph Buliard had been drowned in October.

(d) Trans-Polar Air Routes (Unclassified)

38. It had been reported that Trans World Airlines was awaiting approval from the Civil Aeronautics Board to begin a trans-polar service of five flights a week between London and Los Angeles and four a week between London and San Francisco. The same company was planning transpolar services to other European capitals, including Paris and Rome, also to begin this year. On the route from London the aircraft would refuel at Thule: the return flights would be non-stop. Long-range Lockheed L-1649A Super Constellation aircraft would be used. Pan American World Airways also was seeking approval from the Civil Aeronautics Board for a polar service to Europe, and B.O.A.C. and Lufthansa were said to be interested.

(e) C.G.S. "Baffin" (Unclassified)

39. The new arctic hydrographic vessel C.G.S. "Baffin" had completed her ships trials successfully and had been accepted by the Hydrographic Service of the Department of Mines and Technical Surveys.

VII. Other Business

1. Stewart-Cassiar Road (Confidential)

40. Mr. Robertson stated that the British Columbia government had approached the federal government for 50% of the cost of a road between Stewart and Cassiar. This road would provide access to a large area of northern British Columbia without passing through the Alaskan panhandle. It would divert some traffic from the White Pass and Yukon Railway. The Cabinet appeared generally in favour of the proposal and would consider it again when they have obtained more information on the estimated cost and other details.

2. Manual on Northern Engineering (Unclassified)

41. Mr. Legget said the only manuals available on northern construction techniques were those prepared by the U.S. Armed Services. They were in some respects out of date and were naturally based mainly on U.S. experience. The Building Research Division and the Directorate of Engineering Development had agreed that a Canadian manual would be extremely useful. The experience gained on the construction of the Mid-Canada and the D.E.W. lines would provide very valuable material for such a manual, but the engineering staffs of the two lines were already beginning to disperse and an immediate start should be made if the experience they had gained was to be collected. It had been suggested that Mr. Andrew Taylor who had assisted in the preparation of one of the U.S. manuals should be engaged to carry out a pilot study to include assembling some of the information, a complete and detailed list of headings, and an estimate of the time and cost involved in preparing the manual. The Division of Building Research had funds available for such a study if the Committee agreed it was desirable. It would be carried out under the guidance of the Construction Sub-Committee.

42. General Young said a Canadian manual on building in the north would be extremely useful and agreed that a start should be made as soon as possible so that the experience gained on the early warning lines would not be lost.

43. The Committee recommended that Mr. Legget proceed with making arrangements with Mr. Andrew Taylor for a pilot study on preparing a Canadian manual on northern construction techniques.

VIII. Date of Next Meeting

44. The Committee agreed that the next meeting should be held on Monday, March 4, at 2:30 p.m. in the Privy Council Committee Room.

G.W. Rowley,
Secretary

Department of Northern Affairs and National Resources,
February 12, 1957.

40. The fortieth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, March 4, 1957.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Major-General H.A. Young, Deputy Minister of Public Works.

General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Commissioner L.H. Nicholson, Royal Canadian Mounted Police

Mr. A. H. Zimmerman, Chairman, Defence Research Board

Mr. R.M. Macdonnell, representing the Under-Secretary of State for External Affairs.

Mr. A. Laframboise, representing the Secretary to the Cabinet.

Mr. G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. R.F. Legget, representing the President, National Research Council.

Mr. J. Boucher, representing the Deputy Minister of Citizenship and Immigration.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

G/C M. Lipton, Department of National Defence.

Mr. G.Y. Loughhead, Department of National Defence.

Mr. J.J. McCardle, Department of External Affairs.

Mr. C.H. Herbert, Department of Northern Affairs and National Resources.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 39th Meeting:

(a) Report on the Progress of the D.E.W. Line (Secret)

1. Mr. Loughhead reported on the progress of the D.E.W. line.

Use of the Mackenzie River System

2. A second series of meetings had recently taken place in Ottawa between Canadian and U.S. officials to work out details on the use of the Mackenzie River system for the supply of the western part of the D.E.W. line. The U.S. vessels to be loaned to Canada for this purpose had been inspected and found to be satisfactory.

Western Sea Supply 1957

3. Meetings had been held in Seattle on February 5 to 7, 1957, to discuss arrangements for the sea supply of the western portion of the D.E.W. line in the summer of 1957. Copies of the minutes had been sent to the Departments of Transport and Northern Affairs, and to the Royal Canadian Navy.

Air Transportation

4. The Northern Construction Company and J. W. Stewart Limited had advised that on January 1, 1957, responsibility for air transportation in the central sector had been turned over to the Federal Electric Company. Requests for transportation in that area should therefore be sent to Federal Electric's Edmonton office.

Construction

5. Work in the central sector was now concerned primarily with correction of deficiencies and completion of small projects. In the eastern sector work was generally on schedule. It was estimated that on February 1 the installation of electronic equipment was 85% complete for the line as a whole; 89% in the western sector, 85% in the central sector, and 82% in the eastern sector.

Meeting of the Northwest Territories Council at Frobisher

6. The U.S.A.F. had taken over the operation of the Crawley-McCracken mess at Frobisher and the request from the Department of Northern Affairs and National Resources for messing during the proposed meeting of the Northwest Territories Council in June had

therefore been referred to the U.S.A.F.'s Central Co-ordinating Staff in Ottawa.

Employment of Canadians

7. On March 1 two hundred and thirty-nine Canadians were being employed by Federal Electric Company for D.E.W. line work in Canada – 90 were stationed in the eastern sector, 82 in the central sector, 58 were trainees at Streator and 9 were on the staff at Streator.

Availability of Surplus Hangar

8. Information had been sent to the Department of Northern Affairs about a surplus hangar which might be available for Aklavik, but there had been no indication of what action would be taken. Since the hangar had been expensive and could be shipped south, its cost might be high.

9. Mr. Robertson said the information on the hangar had been passed to the Department of Transport which was responsible for the airfield at Aklavik.

10. Commissioner Nicholson said that if no other government department required the hangar the R.C.M. Police would like information about it.

11. The Committee noted the report on the progress of the D.E.W. line.

(b) Air Transportation to the D.E.W. Line (Confidential)

12. Mr. Robertson reported that the U.S.A.F.'s proposals for the air supply of the D.E.W. line during the operating phase had been received. Periodic supply would be by a bi-weekly service from Edmonton in the west and some base, probably Montreal, in the east, with occasional pick-up flights from U.S.A.F. technical depots in the United States. The service would begin on July 31, 1957, and all flights would be by Canadian carriers. Fresh food and non-technical supplies would be purchased in Canada. For the first year Federal Electric Company would require exclusive control of space on the aircraft but some space would be available for common carriage on a payment basis.

(Secretary's memorandum Document ND-205 dated February 27, 1957).

13. Mr. Booth reported that bids for air carriers for the north/south air supply were due within the next two weeks. Lateral supply would be considered after the contract for the vertical supply had been awarded.

14. General McNaughton said the present plan was a vast improvement over the original concept of complete supply of the central sector from Fairbanks.

15. Mr. Loughead said the proposed air transportation system would entail changes in the U.S.A.F. logistics plan. These would be made when the details have been settled.

16. The Federal Electric Company had expressed concern about the limited accommodation at D.E.W. line stations in the operating phase. The departments planning to send personnel to the sites should realize it might be impossible for accommodation to be supplied.

17. Mr. Robertson reported that 40 miles of the road from Hay River to Yellowknife had been completed and that by the end of the summer the road should have reached a point just east of Fort Providence where there would be a ferry crossing. This was about 40 miles south-east of Mills Lake. It was not planned to complete the road to Mills Lake at present but the route had been surveyed and the work could be done in a single season if required. If in the meantime there were a need to send supplies down the Mackenzie River before the ice in Great Slave Lake had cleared, a winter road could be put through from the Mackenzie Highway for mid-winter use.

18. The Committee noted the report on air transportation for the D.E.W. line.

(c) Co-ordination of Construction (Unclassified)

19. Mr. Robertson reported that as agreed at the last meeting of the Committee the letter from the Minister of Northern Affairs and National Resources to the Treasury Board on the co-ordination of construction in the north had been revised and sent to the Treasury Board. A copy of the letter had been distributed with the agenda.

(Secretary's memorandum Document ND-206 dated February 27, 1957).

20. Mr. Loughead said the Department of National Defence assumed that D.N.D. housing at Fort Churchill was not to be included with the

government housing at Churchill to be controlled by the Department of Public Works. This point had not however been specifically stated in the letter to the Treasury Board.

21. Mr. Steele said the letter had been approved and the Treasury Board would be notifying the departments concerned. It would be made clear in the Board's memorandum that National Defence housing at Fort Churchill was to be excluded.

22. The Committee noted that the Treasury Board had approved the proposal for the co-ordination of construction in the north and would be notifying the departments concerned.

(d) The Stewart-Cassiar Road (Restricted)

23. Mr. Robertson reported that the Cabinet had agreed in principle to contribute towards the cost of the Stewart-Cassiar road. Up to one and one-half million dollars would probably be spent each year for four years by the federal government under an agreement similar to that for the Trans-Canada Highway.

(Secretary's memorandum Document ND-207 dated February 27, 1957).

24. General Young said the B.C. Government had little detailed information about the proposed route. Engineering consultants had been retained but practically no work had been done so far. It appeared that construction might be both difficult and expensive in certain sections.

25. The Committee noted that the Cabinet had agreed in principle to contribute towards the cost of construction of the proposed Stewart-Cassiar road

(e) U.S.A.F. Refueling Bases in Canada (Secret)

26. G/C Lipton reported that on February 8 the Cabinet Defence Committee had approved a U.S.A.F. request for permission to establish four refueling bases – Frobisher, Churchill, Cold Lake, and Namao – and to conduct surveys with a view to establishing five more – Coral Harbour, Knob Lake, Great Whale River, Chimo, and The Pas. Construction would be carried out through Canadian agencies employing Canadian contractors. Engineering contracts for the first four bases would be let this summer, the major construction season would be 1958, and the bases should be complete by 1959. Three of the five later bases would be built in 1959 and the other

two in 1960. At each base a 10,000-ft. runway suitable for very heavy aircraft, fuel storage, and accommodation for personnel and equipment would be required. The amount of construction necessary in each case would depend on the facilities already available there. At Cold Lake for instance, where there were already many facilities, accommodation for about 300 would be sufficient. The bases would be used for short periods only but a small maintenance group numbering 60 to 70,¹⁷⁷ some of whom would be R.C.A.F.,¹⁷⁸ would be stationed permanently at each base. The U.S.A.F. had obtained an initial appropriation of \$40,000,000 to begin the work and would establish a project office in Ottawa.

27. General McNaughton said that the Strategic Air Command placed the highest priority on the establishment of these bases which would give a very high benefit/cost ratio.

28. The Committee noted that Cabinet Defence Committee had approved a U.S.A.F. request for refueling facilities in Canada.

II. Annual Meeting on the Joint Arctic Weather Stations Programme (Unclassified)

29. Mr. Booth reported that the annual meeting on the Joint Arctic Weather Stations Programme had been held in Ottawa on February 7. The arrangements made followed closely the pattern established at earlier conferences and no changes of policy were proposed.

(Secretary's memorandum Document ND-208 dated February 7, 1957).

30. The Committee noted the report on the annual meeting on the Joint Arctic Weather Stations Programme.

III. Disposition of the Canol Pipelines (Confidential)

31. Mr. Herbert reported that on February 27 a series of meetings had been held in Washington with U.S. officials to discuss the disposition of the three Canol pipelines. At a previous meeting in July, 1956, certain principles had been agreed but at the February meeting the U.S. officials appeared to start consideration of the problem afresh. They placed before the meeting a draft proposal containing a number of points which were unacceptable to Canada. Some of these points had been settled but there were two

¹⁷⁷ *Editors' note:* a handwritten stated that this number was actually "approximately 110."

¹⁷⁸ *Editors' note:* a handwritten note stated that these would be "Canadian civilian employees."

important matters which remained outstanding at the conclusion of the meetings.

32. The first point was the U.S. insistence that the pipeline be conveyed at the commercial value as determined by appraisal. The original agreements entered into when the lines were built had made provision for their disposal by sale at their commercial value but it had been assumed by Canada that these conditions would not apply in the present situation, owing to the obligations to maintain the pipelines and to make them available for U.S. use in the event of a national emergency or failure of the 8" Haines-Fairbanks line, which Canada would assume on taking over the pipelines.

33. The second point was that the United States wanted Canada, when accepting title of the 4" line, to assume any outstanding obligation of the U.S. government. This referred particularly to the U.S. government's obligation to move the 4" pipeline from the right-of-way of the White Pass and Yukon Railway. The Canadian view was that the United States must reach an agreement with the company on this point and that the government would accept the pipelines only if they were free of any encumbrance.

34. Mr. McCardle said the U.S. authorities were reluctant to ask Congress to spend money on moving the pipeline in order that it could be turned over to Canada without charge. It had been agreed that a further meeting would be necessary after each side had had an opportunity to study the points at issue.

35. Mr. Huck suggested that in the circumstances the appraised value of the pipelines would perhaps be a nominal one.

36. General McNaughton suggested that officers of the Departments of External Affairs and Northern Affairs prepare a summary of the situation based on a detailed study of the pipeline agreements including that dealing with the establishment of the 8" pipeline. This could be distributed to the members of the Committee before the next meeting.

37. The Committee noted the report on the Washington meetings to discuss the disposition of the Canol pipelines and agreed that a summary should be prepared for distribution to members before the next meeting.

IV. Items of General Interest

38. The Secretary reported the following items of general interest.

(i) Drinking Incident at Perry River (Unclassified)

39. Ungulalik, the leading Eskimo in the Queen Maud Gulf area, had been arrested and was being charged in connection with the fatal stabbing of another Eskimo.

(ii) Drinking Incident at Tuktoyaktuk (Unclassified)

40. On February 2 two young girls at Tuktoyaktuk died as a result of drinking what was believed to have been methylated spirits stolen from the R.C. mission. Eighteen months ago there were three deaths at the same place under similar circumstances.

(iii) Cruise of H.M.C.S. "Labrador" (Unclassified)

41. H.M.C.S. "Labrador" was sailing from Halifax on March 8 on a visit to northern Europe.

(iv) Survey of Resources in Northern British Columbia (Confidential)

42. The British Columbia government had announced an agreement with the Wenner-Gren Foundation under which the foundation would spend five million dollars on surveys of an area in northern British Columbia. The area concerned was along the Rocky Mountain Trench and amounted to about one-tenth of the whole province. The survey would examine power, mining, and forestry possibilities as well as communications and transportation facilities. In particular the possibility of constructing a monorail line from Prince George, where it would link with the Pacific Great Eastern Railway, to the Yukon border would be considered. The survey might lead to very considerable expenditures by the Wenner-Gren Foundation on development in this part of British Columbia.

43. General McNaughton expressed concern that a foreign organization was apparently being given a monopoly of the development of the resources of such a large part of Canada. Some measure of federal control seemed desirable. The proposed power projects would affect inter-provincial and international rivers and would therefore be subject to the approval of the federal government, but resources were primarily a matter of provincial jurisdiction. An examination should be made to determine the legal position of the federal government.

44. The Committee noted the items of general interest.

V. Other Business

(a) Musk-Ox Experiment (Unclassified)

45. Commissioner Nicholson reported that he had recently visited the Institute of Northern Agriculture in Burlington, Vermont, where experiments were being carried out with musk-oxen. Six of the seven young musk-oxen obtained in northern Canada were thriving and were becoming thoroughly domesticated. The musk-ox wool was extremely fine and might be valuable commercially.

46. The Committee noted the report on the musk-ox experiment.

(b) New Mines in the Northwest Territories (Confidential)

47. Mr. Robertson said it had been reported that two additional mining properties in the Northwest Territories were planning on coming into production. The former Bulldog property, now called Taurcanis, 150 miles north-east of Yellowknife, would begin mining in the autumn of 1958 on a scale approximately twice that of Discovery Yellowknife. Next fall a lithium mine 8 miles from Yellowknife would begin production. Plans called for 500 tons of ore to be mined each day and for 60,000 tons of concentrate to be shipped south each year. This would greatly increase the potential traffic for a railway from Pine Point.

48. The Committee noted the report on possible mining developments in the Yellowknife area.

(c) Engineering Studies (Unclassified)

49. Mr. Legget reported that, as agreed at the last meeting, Mr. Andrew Taylor had been retained by the National Research Council to prepare an outline of a proposed manual of northern construction. Considerable progress was being made on the study of the Whitehorse escarpment problem being carried out by the Division of Building Research.

50. The Committee noted the report on the progress of the proposed manual of northern construction and the Whitehorse escarpment study.

VI. Date of Next Meeting

51. The Committee agreed to meet at 2:30 p.m. on Monday, May 6, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 13, 1957.

41. The forty-first meeting of the Committee was held at 2:30 p.m. on Monday, May 6, 1957, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Mr. M. Boyer, Deputy Minister of Mines and Technical Surveys.

General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

General C. Foulkes, Chairman, Chiefs of Staff.

Mr. A. Laframboise, representing the Secretary to the Cabinet.

Mr. J.A. McCordick, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. F.T. Davies, representing the Chairman, Defence Research Board.

Mr. R.F. Legget, representing the President, National Research Council.

Colonel H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughhead, Department of National Defence.

W/C E.J. Greenway, Department of National Defence (RCAF)

Mr. J.J. McCardle, Department of External Affairs.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. C.H. Herbert, Department of Northern Affairs and National Resources.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources.

Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 40th Meeting:

(a) Report on the Progress of the D.E.W. Line (Secret)

1. Mr. Loughead reported on the progress of the D.E.W. Line.

Construction

2. A recent visit to the line showed construction to be practically complete. The final work and the cleaning up around the sites should be finished by the middle of the summer. Accommodation for visitors would be extremely limited once the construction camps had been dismantled.

Air Transportation

3. The contract for air transportation in the eastern sector of the D.E.W. line would be awarded to Wheeler and Dorval Airlines, and the contract for the central sector to Pacific Western Airlines. Details were now being worked out between the Federal Electric Company and the air carriers.

Sea Supply

4. Arrangements were being completed in Seattle and Norfolk for the 1957 sea supply of the D.E.W. line. The Department of Transport had forwarded to the U.S.A.F. an estimate of the cost of carrying out the sea supply of the Foxe Basin area beginning in 1958, and had suggested early discussions on this subject to give time for obtaining equipment.

Canadian Procurement

5. Discussions were being held between U.S. officials, the Department of Defence Production, and the Canadian Commercial Corporation on procurement in Canada.

Medical and Dental Service

6. The requirements governing medical and dental practitioners in the Northwest Territories and the Yukon had been forwarded by the Department of Northern Affairs and National Resources to the Federal Electric Company.

Bagnall Lake

7. The U.S.A.F. and the Western Electric Company had expressed their appreciation of a recent decision by the Canadian Board on Geographical Names in approving the name Bagnall Lake for a feature on Melville Peninsula, after the late Mr. V. B. Bagnall, former D.E.W. line project manager.

Northwest Territories Territorial Court

8. The D.E.W. project office had been informed of the forthcoming visit of the Northwest Territories Territorial Court to four or five sites on the D.E.W. line.

Airstrips

9. The D.O.T. had drawn to the attention of the U.S.A.F. the fact that they could not certificate any air services involving the carriage of passengers at night by single-engine aircraft to the 1,000 ft. strips at the intermediate stations.

10. Mr. Booth said the U.S.A.F. were hoping to reduce maintenance costs by using short strips. This had been permitted during the construction period but as a temporary measure only. In the operating phase the D. O.T. must insist on the grounds of safety on a minimum of 3,500 ft. at auxiliary sites for two-engine aircraft and of 1,800 ft. at intermediate sites for single-engine aircraft.

11. General McNaughton said the matter had been discussed recently at the P.J.B.D. and the U.S. authorities were examining the situation.

Liquor

12. Mr. Sivertz reported that officials of the Federal Electric Company and the Department of Northern Affairs had recently discussed the provision of liquor at D.E.W. line sites. The Federal Electric Company were planning to allow spirits but the department had suggested that initially beer only should be available.

13. General McNaughton said the United States had been most co-operative in observing the regulations established in connection with the construction of the D.E.W. line. Matters affecting conditions within their establishments should be subject to as few restrictions as possible.

14. The Committee noted the report on the progress of the D.E.W. line.

(b) U.S.A.F. Refueling Bases in Canada (Secret)

15. W/C Greenway reported that the R.C.A.F. had received a cheque for \$250,000 from the U.S.A.F. to cover the cost of engineering consultants for the proposed refueling bases. No formal application for permission to establish the bases had yet been received.

16. General McNaughton said it had been agreed at the last meeting of the P.J.B.D. that Canadian contractors would carry out all construction at existing Canadian stations.

17. General Foulkes stated that it seemed probable that four bases only - Frobisher, Churchill, Cold Lake, and Namao - would be established in Canada. Their use in supporting refueling exercises being carried out by Strategic Air Command was being stressed rather than their operational significance. They should be referred to as refueling bases and the term Strategic Air Command bases should be avoided.

18. Mr. Booth said that where D.O.T. was responsible for construction they would require specifications only from the U.S.A.F. and did not want consultant services or advice.

19. Mr. Huck reported it had been agreed that information on the extension of runways would be passed from the Strategic Air Command through the R.C.A.F. and Defence Construction Limited to the Department of Transport.

20. The Committee noted the report on the U.S.A.F. refueling bases in Canada.

(c) Disposition of the Canol Pipeline (Confidential)

21. Mr. Robertson referred to the summary of the problems relating to disposal of the Canol pipelines requested by the Committee at the last meeting. This had been distributed with the agenda. The latest U.S.

proposals indicated a further change of attitude, even compared with the views expressed at the February meeting. These proposals were being studied by Canadian officials. The U.S. wished to dispose of the pipelines at their commercial value (excepting the 4-inch line in Canada) but at the same time to require that the lines were continually maintained in operating condition and available on a priority basis for U.S. defence needs in the case of a national emergency. Canada's first step might be to try again to convince the U.S. that, because of the conditions now being imposed, the situation was very different from the 1942 Exchange of Notes and that a new agreement should be reached which would involve no financial payment on the part of Canada. If the U.S. insisted on disposal at a commercial value determined by appraisal, it might be desirable to leave it to the interested commercial companies to bid. Canada would require that the lines be disposed of to a Canadian company and that no obligations of continued maintenance or availability to the U.S. government be placed on these companies. The White Pass and Yukon Route were most anxious that the 4-inch pipeline be relocated by the U.S. government in accordance with the terms of their contract. They were unlikely, however, to make an issue of it when the contract expired on September 30, 1957, and would probably let the matter rest until there was an agreement on the disposal of the pipelines.

22. General McNaughton suggested that representatives of the Departments of Defence Production, Trade and Commerce, External Affairs, Finance, and Northern Affairs and National Resources should meet to discuss the U.S. proposals. The United States now seemed confident that the 8-inch line from Haines to Fairbanks would work satisfactorily and were therefore less interested in the Canol 4-inch and 3-inch pipelines.

23. The Committee agreed that there should be further study of Canadian policy regarding disposition of the Canol pipelines in the light of the latest U.S. proposals.

II. Annual Report on Government Activities in the North - 1956 (Unclassified)

24. Mr. Robertson noted that copies of the Annual Report on Government Activities in the North for 1956 prepared by the Secretariat had been distributed to the members of the Committee. In the past copies had been sent to the Cabinet but this year it had been suggested that members should be responsible for bringing the report to the attention of their Ministers as they considered desirable.

(Secretary's memorandum Document ND-210 dated May 3, 1957).

25. Mr. Stead suggested that in its present form the report was used chiefly as a reference document. It might be useful if some information could be included on the reasons for the various activities.

26. Commissioner Nicholson considered a three or four page summary of the Committee's activities should be prepared at suitable intervals so that members could keep their Ministers informed on the work of the Committee.

27. The Committee noted the Report on Government Activities in the North for 1956 and agreed that the Secretary should obtain the views of the various departments on whether the report should be continued in its present form.

III. Report of the Construction Sub-Committee (Unclassified)

(a) Progress Report on Government Construction in the North - 1956

28. Mr. Robertson said that a copy of the Progress Report on Government Construction in the North for 1956 prepared for the Construction Sub-Committee had been distributed for the information of the members. It was encouraging to note that during the past year there had been a substantial increase in the percentage of projects completed.

(Secretary's memorandum Document ND-211 dated May 1, 1957).

29. The Committee noted the Report on the Progress of Government Construction in the North for 1956.

(b) Proposed Government Construction in the North - 1957

30. Mr. Robertson said copies of the list of proposed government construction in the north for 1957 which had been prepared by the Construction Sub-Committee had been distributed for the information of the members of the Committee. The extension of the airstrip at Yellowknife this summer was not included and he enquired if this was planned.

(Secretary's memorandum Document ND-212 dated May 1, 1957).

31. Mr. Booth said he would inform the Chairman on the status of the runway extension at Yellowknife.

32. The Committee noted the report on Proposed Government Construction in the North for 1957.

IV. Project Ice Skate (Unclassified)

33. Mr. Robertson referred to the paper on Project Ice Skate which had been distributed with the agenda for the information of the members of the Committee. Ice Skate was the code name for the establishment and support by the U.S.A.F. of two stations on the ice in the Arctic Ocean in connection with the U.S. programme for the International Geophysical Year.

(Secretary's memorandum Document ND-213 dated May 1, 1957).

34. General Foulkes said that Northeast Air Command no longer existed; its responsibilities had been turned over to Air Defence Command (64th Air Division) and Strategic Air Command (8th Air Force).

35. The Committee noted the report on Project Ice Skate.

V. Canadian Representation on the U.S. Navy Sea Supply Operations (Confidential)

36. Mr. Robertson noted that the U.S. Navy would again be carrying out the sea supply of the D.E.W. line this summer. In 1955 and 1956 the Canadian Government had been represented on the convoys by both official and technical observers. This representation had served a useful purpose and it seemed desirable that there should be Canadian observers with the operation again this summer.

(Secretary's memorandum Document ND-214 dated May 2, 1957)

37. Mr. Booth said the Northern Transportation Company would be taking over the western portion of the sea supply in 1958 and he would determine whether they planned to send an observer with the U.S. Navy this summer.

38. General Foulkes noted that the Canadian Army had provided an official representative last summer but with the Army's present commitments in the Middle East it would be difficult to obtain a suitable representative this year.

A member of the R.C.A.F.'s liaison staff at the D.E.W. Line Project Office in New York would be on one of the U.S. Navy's icebreakers in the Western Arctic as a technical observer.

39. The Committee agreed that there should be Canadian representation on the U.S. Navy's sea supply missions in the Canadian Arctic during the coming summer and asked the Secretary to approach departments for suitable representatives.

VI. U.S. Point-To-Point Communications at Cape Christian, N.W.T. and Cape Spear, Nfld. (Confidential)

40. Mr. Robertson said the U.S.A.F. proposed to establish a point-to-point communication system between Cape Dyer and Thule but were no longer considering a relay point to Cape Christian. An installation would be necessary at Cape Dyer. At Cape Spear, Nfld., the site provisionally chosen had proven unsuitable and another area was being considered.

(Secretary's memorandum Document ND-215 dated May 2, 1957).

41. Mr. Huck reported that the U.S.A.F. had agreed that the construction work at Cape Dyer should be carried out by a Canadian contractor. They hoped that it would be possible to let the contract shortly so that work could get under way this summer, and the station completed in 1958.

42. General McNaughton said Cabinet permission would be required before a contract could be let. The matter might be submitted to the Cabinet at its meeting on May 9.

43. Mr. McCardle considered it might not be possible to present the matter to Cabinet on May 9 since several aspects of the project had still to be settled. Various departments had been asked to comment on the proposal and replies were still outstanding from the Departments of Transport and National Defence.

44. Mr. Huck suggested that the Cabinet might be asked to approve the project in principle, Details could be cleared up later.

45. The Committee noted that the U.S.A.F. were anxious to proceed with the construction of the station at Cape Dyer and suggested that approval in principle might be obtained from the Cabinet at its meeting on May 9.

VII. Items of General Interest

46. The Secretary reported on the following items of general interest.

(i) European Cruise of H.M.C.S. "Labrador" (Unclassified)

47. H.M.C.S. "Labrador" had returned to Halifax on April 26 after completing a European cruise during which she visited Portsmouth, Oslo and Copenhagen.

48. General Foulkes said that the Minister of National Defence had decided that in future H.M.C.S. "Labrador" should not leave Canadian waters without his express permission during the Canadian ice season.

(ii) Spring Air Supply Operation to the Joint Arctic Weather Stations (Unclassified)

49. The annual spring air supply of the Joint Arctic Weather Stations had been successfully carried out by the R.C.A.F. during the first three weeks of April.

(iii) Reindeer Investigations (Unclassified)

50. A recent examination of the government reindeer herds in the Reindeer Reserve near Aklavik conducted by two United Kingdom experts had shown that the herds were in good health and that the winter pasture was excellent.

(iv) Defence Research Board Expedition to Lake Hazen (Unclassified)

51. The Defence Research Board expedition to Lake Hazen led by Dr. G. Hattersley-Smith had left Ottawa for Lake Hazen on April 24.

52. Mr. Davies said word had been received that the party had reached its destination safely. The expedition would collect a great deal of valuable scientific information but the main interest from a defence point of view was to determine the extent to which Lake Hazen could be used as an emergency landing strip.

(v) Exploration for Nickel in Ungava (Unclassified)

53. A number of mining concerns had recently shown considerable interest in the belt running across northern Ungava from Payne Bay to Cape Smith where excellent showings of nickel had been found. The Quebec government had allotted areas to thirty-two companies for mineral exploration.

(vi) Appointment of Executive Director of the Arctic Institute Of North America (Unclassified)

54. Mr. A. T. Belcher, formerly Deputy Commissioner of the Royal Canadian Mounted Police, had recently been appointed Executive Director of the Arctic Institute of North America.

(vii) Recent Developments Concerning the Great Slave Lake Railway (Confidential)

55. Mr. Robertson reported that he had recently received confidential information from officials of the Consolidated Mining and Smelting Company that they planned to begin production at Pine Point in 1961. Either a road or a railroad would be necessary. In 1955 it had been estimated that southbound freight from the mine would amount to 157,000 tons of concentrate per year but the estimate had now risen to 215,000 tons. If the railway were to run from Waterways to Fort Fitzgerald and Fort Smith there would also be an additional 80,000 tons of southbound freight from the lumbering operations in the Fort Smith area and some 90,000 tons for Uranium City on the section south of Peace River. Officials of the C.P.R. and C.N.R. were now re-examining the possibility of a railway. Present estimates indicated that the cost of moving concentrates by truck from Pine Point would be 40 per ton mile and the cost by railway would be 20 per ton mile or less. A considerable capital outlay would be required to bring the Mackenzie Highway up to the standard necessary for the heavy trucks contemplated.

56. The Committee noted the items of general interest.

VIII. Other Business

(a) Laundry at Frobisher (Unclassified)

57. Mr. Booth said that when the question of D.O.T. assuming responsibility for the operation of the airfield was being discussed it had been suggested that the Department of Northern Affairs and National Resources might be able to find Eskimos who could operate the laundry which would be turned over by the U.S.A.F.

58. Mr. Sivertz stated that the Department of Northern Affairs and National Resources was currently completing arrangements to take over the operation of the laundry.

59. The Committee noted that the Department of Northern Affairs and

National Resources was prepared to assume responsibility for the operation of the laundry at Frobisher.

(b) Territorial Financial Agreements (Unclassified)

60. Mr. Stead said that the Interdepartmental Committee on Federal-Territorial Financial Relations had recently completed a study of the Northwest Territories and a new five-year agreement between the territorial and federal governments had been drawn up. The new agreement which was to be submitted to Cabinet on May 9 contemplated a substantial increase in the federal subsidy to the Northwest Territories but at the same time the territorial government would be assuming additional responsibilities. A new agreement with the Yukon government would be drawn up in the near future.

61. The Committee noted the report on the new territorial financial agreements.

(c) The Whitehorse Escarpment Problem (Unclassified)

62. Mr. Legget reported that the member of his staff conducting the study of the Whitehorse Escarpment problem was now in Whitehorse completing his work. Excellent co-operation was being received from all concerned and it seemed likely that a report would be available for the next meeting of the Committee.

63. The Committee noted the report on the progress of the Whitehorse Escarpment study.

IX. Date of Next Meeting

64. The Committee agreed to meet at 2:30 p.m. on Monday, June 17, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
May 16, 1957

42. The forty-second meeting of the Committee was held at 2:30 p.m., on Monday, June 17, 1957, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Mr. M. Boyer, Deputy Minister of Mines and Technical Surveys

Mr. A.H. Zimmerman, Chairman, Defence Research Board

Mr. J.A. McCordick, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.

Supt. H.A. Larsen, representing the Commissioner, R.C.H. Police.

Colonel H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Dr. N.B. Hutcheon, representing the Director, Division of Building Research.

Mr. C.J. Marshall, Department of Northern Affairs and National Resources (Acting Secretary).

Also Present:

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. G.Y. Loughead, Department of National Defence.

LCdr (SB) Jenkins, Department of National Defence (Navy).

W/C G. Broadley, Department of National Defence (R.C.A.F.).

Mr. J. E. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 41st Meeting:

(a) Report on the Progress of the D.E.W. Line (Secret)

1. Mr. Loughead reported on the progress of the D.E.W. Line.

Sea Supply of Foxe Basin

2. The Department of Transport had completed their plans for taking over the sea supply of the Foxe Basin area in 1958 and their proposal had been submitted to the U.S. Two landing craft of the LCT-8 type would be purchased from the British Admiralty to assist in the work.

Purchase of Food

3. It had been decided that food for the D.E.W. Line should be purchased by the caterer rather than through the Canadian Commercial Corporation as had previously been suggested.

U.S.A.F. Logistics Plan

4. A review of the revised U.S.A.F. Logistics plan by Canadian agencies indicated that appropriate adjustments had been made for all of the points raised by Canada.

Religious Services

5. At a recent meeting between officers of the Department of Northern Affairs and National Resources and the R.C.A.F. Directorate of Religious Administration it had been agreed that D.E.W. Line stations in Canada should be treated as military establishments with the religious services being provided by the R.C.A.F. A programme similar to the one the R.C.A.F. had drawn up for the Mid-Canada Line was being prepared for the D.E.W. Line. The greatest possible use would be made of local missionaries.

Air Transportation

6. The contract for air transportation in the eastern sector, of the D.E.W. Line had been awarded to Wheeler and Dorval Airlines, while the contract for the central sector had gone to the Pacific Western Airlines, Both contracts would terminate on June 30, 1958, and would be re-negotiated at that time.

7. The Air Transport Board had recently licensed Mont Laurier Aviation Ltd. to operate as a common carrier into Frobisher.

8. Brigadier Rothschild said the U.S. had indicated that they would like to hold a ceremony on the D.E.W. Line about the

middle of July to commemorate the handing over of the line from the U.S.A.F. to the Federal Electric Company. Cambridge Bay or Cape Parry had been suggested as possible sites. The Department of National Defence had suggested that if such a ceremony was held it should include the entire early warning system. It had been pointed out, however, that from a Canadian point of view, this summer would not be an appropriate time to have such a ceremony. If the U.S. wished to have some kind of ceremony, it would be held in Alaska and it was unlikely that there would be any Canadian participation.

9. Mr. Baldwin said that the licensing of a common carrier into Frobisher would probably result in an increase of civilian traffic and the Department of Transport was looking into this question of accommodation. There were still some points to be cleared up before the new service could begin, and Mr. Loughead would be notified when requests for transportation to Frobisher could be referred to Mont Laurier Aviation.

10. After discussions with D.E.W. Line officials, D.O.T. had agreed to modify their regulations so that aircraft would be permitted to operate on 1,000-ft. runways at certain of the intermediate sites. This would be on an experimental basis for a year and during that period traffic to the sites concerned would be restricted to essential D.E.W. Line business.

11. Recently concern had been expressed because the ships the Northern Transportation Company were receiving from the U.S. for the supply of the Central Sector had a draught of 15 ft. It had been recognized from the beginning that in some areas at the entrance to Tuktoyaktuk Harbour there was only 13 ft. of water. It was too late to change the type of ships being taken in and it might be necessary to dredge a channel from the harbour entrance to deeper water. A meeting of representatives from Canadian agencies concerned would be held shortly to see what could be done about the matter.

12. The Committee noted the report on the progress of the D.E.W. Line.

(b) U.S. Point-to-Point Communications at Cape Dyer (Confidential)

13. Mr. McCordick said the U.S. had suggested that the proposed point-to-point communication station at Cape Dyer be included in the D.E.W. Line agreement but Canadian officials considered there should be a separate

agreement. This would permit Canada to take over the operation of either system independently from the other. The Department of External Affairs had placed the Canadian point of view before the U.S. authorities.

14. Mr. Huck¹⁷⁹ said the U.S Corps of Engineers had invited tenders from Canadian contractors for the construction of the station and apparently were satisfied with the bids that had been received.

15. The Committee noted the report on the proposed U.S. point-to-point communications station at Cape Dyer.

II. Report of the Transportation Sub-Committee:

(a) Cost Recovery for R.C.A.F. Air Lift in the North (Unclassified)

16. Mr. Baldwin said that at its 18th meeting on May 21st, the Transportation Sub-Committee had considered a proposal that the R.C.A.F. be permitted to charge other departments for the airlift provided in the north. The Sub-Committee had agreed in principle with the proposal which would become effective on April 1, 1958, and suggested that it be placed before the A.C.N.D. and Treasury Board for their approval.

(Mr. Baldwin's memorandum Document ND-216 dated June 12, 1957).

17. W/C Broadley explained that at the present time the R.C.A.F.'s airlift facilities in the north were being used to capacity for National Defence business so that if transportation was provided for other departments it was often necessary to displace National Defence cargo. Eventually this meant that special flights were required to clear away the backlog. The charges to other government departments would not only help defray the cost of the additional flights but should also act as a deterrent against unnecessary requests for transportation. If passengers and freight were carried on a scheduled R.C.A.F. flight, the rate charged would be on a weight/mileage basis. If a special flight was required, the rate would be by flying hour according to the type of aircraft used. In each case the rates would be based on the actual operating cost of the aircraft.

18. Mr. Robertson said that although there might sometimes be free space on scheduled R.C.A.F. flights in the north it would probably be easier to charge for all airlift than attempt to single out the cases in which National

¹⁷⁹ *Editors' note:* in the original document, this paragraph is attributed to Brigadier Rothschild, but was crossed out and re-labeled Mr. Huch.

Defence cargo had to be displaced. When the final approval of the proposal had been obtained, the R.C.A.F. should notify the departments concerned, sending them a list of the rates to be charged.

19. The Committee approved the suggestion that after April 1, 1958, the R.C.A.F. charge for airlift provided in the north for other government departments and suggested the proposal be submitted to the Treasury Board for their approval.

(b) Charges for Department of Transport Shipping in the North (Unclassified)

20. Mr. Baldwin reported that at its meeting on May 21st, the Transportation Sub-Committee had also considered a proposal that government departments be charged for passengers and freight transported to the north by D.O.T. ships. At the present time no charge was made for transportation on government-owned ships but there was a charge for materials and passengers carried on ships chartered by D.O.T. To rectify this anomaly it had been suggested that after April 1, 1958, D.O.T. charge for all transportation irrespective of the type of ship involved. The charges would apply to all agencies using government shipping facilities including other units of D.O.T. such as the Telecommunications Branch and the Meteorological Service. The only exception would be for freight carried to Resolute and the satellite weather stations since the weather stations programme was a joint Canadian-U.S. project with defence implications.

(Mr. Baldwin's memorandum Document ND-217 dated June 12, 1957).

21. Dr. Procter pointed out that the "C.D. Howe" had been designed to assist government officers to carry out their duties in the north and it seemed unreasonable to charge them for their passage.

22. Mr. Robertson suggested that there should be no charge for government employees who were members of the Eastern Arctic Patrol.

23. Mr. Baldwin said that it would be difficult to decide which government employees should be charged and which should not. It probably would be better not to charge any of them for their passage. At the present time the government employees were paying a per diem rate for rations and this system could be continued. However a charge would be levied against all non-government passengers.

24. The Committee approved the proposal that after April 1, 1958, the Department of Transport would charge for all freight transported to the

north except that for the Joint Arctic Weather Stations. Government employees would continue to pay a per diem rate for rations and other passengers would be charged for their passage. The proposal should be sent to the Treasury Board for their approval.

III. Release of Public Information on Operation “Bellot”

25. Mr. Robertson pointed out that during the summer Canadian and U.S. ships would be carrying out extensive surveys in the Bellot Strait area. In the process the U.S. ships would complete the Northwest Passage. Such a project would undoubtedly attract a great deal of public attention and could become a source of embarrassment to the Canadian Government if the release of information was not carefully handled.

(Secretary’s memorandum Document ND-218 dated June 12, 1957).

26. LCdr Jenkins said that before Operation “Bellot” began a joint Canadian-U.S. press release would be issued outlining the objectives of the project. H.M.C.S. “Labrador” would be the first ship to pass through the Bellot Strait and arrangements had been made for her captain to send out a radio message as soon as this had been done. The R.C.N. had considered suggesting that all information on the project be cleared jointly by the Canadian and U.S. navies, but experience had shown that this would lead to considerable delay in the release of information.

27. The Committee noted the R.C.N.’s plans for handling the release of public information on Operation “Bellot”.

IV. Items of General Interest:

(i) Meeting of the N.W.T. Council (Unclassified)

28. Mr. Robertson reported that the thirteenth session of the Council of the Northwest Territories had been held at Frobisher Bay, N.W.T., during the week of June 3rd. The Council had discussed the suggestion that another elected member be added to represent the Eastern Arctic and approved a new financial agreement between the federal and territorial governments which would be in effect for the next five years.

(ii) Exchange of Northern Visits with the U.S.S.R.

29. Mr. Robertson reported that at the third meeting of the International Panel on Visits to the Soviet Bloc held on June 5th it had been decided that

serious consideration should be given to an exchange of northern visits with the U.S.S.R. It was agreed that the Department of External Affairs in consultation with the Department of Northern Affairs and National Resources would set up a committee to work out a tentative programme.

(iii) Eastern Arctic Patrol (Unclassified)

30. The Acting Secretary reported that the 35th annual Eastern Arctic Patrol would commence on June 27th when the "C.D. Howe" sailed from Montreal. She was scheduled to return to Quebec City on September 30th. The patrol would follow closely the pattern of previous years by providing health and administrative services to the small communities in the Eastern Arctic which are not on regular air transportation routes.

(iv) Geological Survey Parties in the N.W.T. (Unclassified)

31. Mr. Boyer reported that during the summer of 1957 the Geological Survey would carry out the third of their large-scale survey projects in the north. During Operation "Mackenzie" 100,000 square miles of territory in the upper Mackenzie basin would be mapped and studied by helicopter. The technique used would be similar to that employed in Operation "Keewatin" and Operation "Franklin". One of the main results of Operation "Mackenzie" would be to provide additional information on the potential oil-bearing formations in the region.

(v) Eskimo Murder Trial at Cambridge Bay (Unclassified)

32. The Acting Secretary reported that the Eskimo, Ungulalik, who had been charged with the murder of another Eskimo at Perry River was brought to trial at Cambridge Bay on May 18th. The six-man jury made up of construction workers and D.E.W. Line employees was not convinced beyond a reasonable doubt that Ungulalik had committed murder and brought in a verdict of "Not Guilty".

33. The Committee noted the items of general interest.

V. Other Business:

(a) Aerial Mapping of Arctic Archipelago (Unclassified)

34. Mr. Boyer said that arrangements were being completed to begin the aerial mapping of the Arctic Archipelago in the summer of 1958. With the personnel and equipment presently available, the programme would take

about four years and cost approximately six million dollars.¹⁸⁰

35. The Committee noted the report on the aerial mapping of the Arctic Archipelago.

(b) Defence Research Board Expedition to Lake Hazen (Unclassified)

36. Mr. Zimmerman reported that the Defence Research Board expedition at Lake Hazen led by Dr. G. Hattersley-Smith had successfully established their base camp and had begun their scientific work. Glacier measurement had been started and a seam of coal had been discovered. On the north shore of Lake Hazen records left by the Greely expedition in 1882 had been uncovered.

37. The Committee noted the report on the Defence Research Board expedition to Lake Hazen.

(c) The Whitehorse Escarpment Problem (Unclassified)

38. Dr. Hutcheon reported that the Building Research Division's study of the Whitehorse Escarpment problem was practically complete. However a sand bed had been discovered and soil borings would be needed to establish the extent of the formation before the report could be finished.

39. The Committee noted the report on the progress of the Whitehorse Escarpment study

VI. Date of Next Meeting

40. The Committee agreed to meet in the autumn on a date to be decided by the Chairman.

C. J. Marshall,
Acting Secretary.

Department of Northern Affairs and National Resources,
June 28, 1957.

¹⁸⁰ *Editors' note:* This paragraph was amended, with the original text reading: "Mr. Boyer said that contracts for this year's aerial mapping programme of the Arctic Archipelago had recently been awarded to three companies. With the personnel and equipment presently available, the mapping of the archipelago should be completed in about four years at a cost of approximately four million dollars. Although it was desirable to stretch out the programme to a certain extent it had been decided that the work should proceed while the necessary facilities were available."

43. The forty-third meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Wednesday, October 16, 1957.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Major-General H.A. Young, Deputy Minister of Public Works
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police,

Mr. P. Tremblay, representing the Under-Secretary of State for External Affairs.
Dr. M.G. Whillans, representing the Chairman, Defence Research Board.
Mr. A. Laframboise, representing the Secretary to the Cabinet.
Mr. G.W. Stead, representing the Deputy Minister of Finance.
Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.
Mr. C.S. Booth, representing the Deputy Minister of Transport.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.
Mr. J. D'Astous, representing the Deputy Minister of Citizenship and Immigration.
Dr. P.E. Moore, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. G.Y. Loughead, Department of National Defence.
Dr. J.S. Willis, Department of National Health and Welfare.
Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.
Mr. J.B. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 42nd Meeting:

(a) Report on the Progress of the D.E.W. Line (Secret)

1. Mr. Loughead reported on the progress of the D.E.W. Line.

Use of Airstrips for the Vertical Air Photography Programme

2. The use of D.E.W. Line airstrips by contractors engaged in aerial photography for the Department of Mines and Technical Surveys had been discussed with representatives of the United States Air Force. Investigations by the U.S.A.F. showed that adequate space for aircraft parking would be available at several sites without additional work, and that at many other sites a small amount of fill only would be required. The U.S.A.F. report on individual sites had been passed to the Department of Mines and Technical Surveys.

Control of Flights into D.E.W. Line Sites

3. On several occasions aircraft had landed at D.E.W. Line airstrips without prior clearance. The Department of Transport was therefore proposing to issue to all civil air carriers a new information circular outlining procedures for arranging for the use of these airstrip and also pointing out that no assurance could be given that either supplies or services would be available.

Procedure for Requesting Flight Accommodation on Contract Aircraft

4. A procedure was being proposed to the U.S.A.F. covering arrangements for transportation of personnel on D.E.W. Line contract aircraft.

Assistance at D.E.W. Line Sites

5. Most departments had indicated the amount of assistance they would require at D.E.W. Line sites during the coming year. When all requirements were known, a consolidated list would be sent to the U.S.A.F. No requests for construction had been received.

Surplus Equipment

6. Lists of material available for disposition following the construction phase of the D.E.W. Line had been referred to the Department of Public Works, which was responsible for co-ordinating the allocation of this material to all departments. All surplus material other than on the D.E.W. Line, such as material from the Mid-Canada Line, would be handled by Crown Assets Disposal Corporation.

7. General Young said he would determine the progress made by the Department of Public Works in the disposal of D.E.W. Line material.

Appearance of Sites

8. A recent visit to a number of D.E.W. Line stations had show that the condition of the sites was orderly. At some sites parts of the construction camps were still being used, particularly to accommodate visitors and for storage.

Future of D.E.W. Line Co-ordinating Committee

9. Mr. Loughhead said that reports on the D.E.W. Line were now made to the A.C.N.D. as the need arose. Following a discussion between the Chairman, Chiefs of Staff, and the Deputy Minister of National Defend it had been recommended that the D.E.W. Line Co-ordinating Committee be continued to provide a means of reporting to the A.C.N.D. when necessary on such matters as the activities of the Federal Electric Corporation and the U.S.A.F. in northern Canada.

10. General McNaughton considered that the D.E.W. Line Co-ordinating Committee had proved to be most valuable, and that it should continue to meet whenever D.E.W. Line or related activities required discussion.

11. Mr. Stead suggested that the need for the D.E.W. Line Co-ordinating Committee be reviewed at yearly intervals.

12. The Committee noted the report on the progress of the D.E.W. Line recorded its appreciation of the effective manner in which the D.E.W. Line Co-ordinating Committee had operated, and recommended that the D.E.W. Line Co-ordinating Committee continue to meet as circumstances required.

(b) U.S. Point-to-Point Communications at Cape Dyer (Confidential)

13. Mr. Huck reported that a contract for care and custody of U.S. Government materials to be used in the construction of the proposed U.S. point-to-point communications station at Cape Dyer had been awarded jointly to two Canadian subsidiaries of U.S. construction companies. Award of the construction contract had been delayed until the United States Air

Force was able to re-allocate funds for the project to the Corps of Engineers.

(Secretary's memorandum Document ND-220 dated October 10, 1957).

14. The Committee noted the report on the proposed U.S. point-to-point communications at Cape Dyer.

(c) Exchange of Northern Visits with the U.S.S.R. (Confidential)

15. Mr. Robertson reported that a draft submission to the Cabinet on exchange of northern visits with the U.S.S.R. had been prepared by a sub-committee of the Interdepartmental Panel on Visits to the Soviet Bloc and would be considered by the Panel. The sub-committee had recommended that a party of ten with supporting staff visit the U.S.S.R. in August-September, 1958, for about one month and that the U.S.S.R. be invited to send a Soviet party to northern Canada.

(Secretary's memorandum Document ND-221 dated October 10, 1957).

16. General Young said the Government of Manitoba would appreciate information about Russian experience and practices in constructing foundations for power developments in permafrost regions.

17. General McNaughton added that the Russians had made great progress in power transmission using high voltage D.C. and were planning a 2,000 kilometre transmission line.

18. Brigadier Rothschild said that a Soviet visit to northern Canada would need careful planning to prevent their gaining information of military value.

19. The Committee noted the proposal for an exchange of northern visits between Canada and the U.S.S.R.

II. Vertical Air Photography of the Canadian Arctic Archipelago (Unclassified)

20. Dr. van Steenburgh explained that three Canadian air photographic companies had been allotted areas in the Canadian Arctic Archipelago for vertical air photography. The programme was estimated to cost \$6,300,000 over the next six years; but might be completed earlier if conditions were suitable. In the memorandum Banks Island should be substituted for Baffin Island in the area allotted to Aerial Surveys Limited; and the contracts

should be described as being “in the process of being drawn up”, as they were not yet completed. Air profile recordings would be made; but the photographic flights would be at too great an altitude for magnetometer surveys.

(Secretary’s memorandum Document ND-222 dated October 10, 1957).

21. The Committee noted the report on the programme of vertical air photography of the Canadian Arctic Archipelago.

III. Northwest Territories and Yukon Signals System (Confidential)

22. Brigadier Rothschild reported that, following a Cabinet decision to transfer the operation of the Northwest Territories and Yukon Signals System from the Department of National Defence to the Department of Transport, officials of the two departments had been considering how this might be done. Owing to changes in defence policy, the training provided by service in the N.W.T. and Y. Signals System had become less important; and could no longer be considered essential. The necessity to reduce defence expenditures meant that the Department of National Defence could consider essential activities only.

23. General McNaughton suggested that the cost of the system might be covered in a neutral vote, as had been the practice before the war.

24. General Young said the R.C.C.S. had assumed a number of voluntary services, such as the provision of local broadcasting stations, which it would be difficult to discontinue.

25. Mr. Booth said the Department of Transport was planning to take over the operation of the system over a period of about eighteen months. Special arrangements might be necessary at Aklavik and Edmonton where the N.M. and Y. Signals System shared certain facilities with other defence activities.

26. Commissioner Nicholson remarked on the efficiency and esprit de corps at the stations of the N.W.T. and Y. Signals System.

27. Mr. Stead considered the change in responsibility would not result in any reduction in the cost of the system to the government.

28. Mr. Robertson said that the decision to transfer the system had been made at a time when the technical factors involved in such a transfer were

being examined by the departments of National Defence and Transport at the request of the Advisory Committee on Northern Development. Following this technical examination, the other departments affected by the transfer were to have been consulted. The transfer of H.M.C.S. "Labrador" had also been decided without other departments concerned having had an opportunity to consider the implications. He might discuss these two decisions with the Minister of Northern Affairs and National Resources, pointing out that they had been made without consulting the Advisory Committee on Northern Development, which was therefore prevented from fulfilling its advisory responsibility and that there were implications that might not have been in mind when the decision was taken.

29. The Committee noted that it had been decided to transfer the N.W.T. and Y. Signals System to the Department of Transport and agreed that the Chairman should discuss this decision with the Minister of Northern Affairs and National Resources as well as that relating to the transfer of H.H.C.S. "Labrador".

IV. Progress of Construction at Aklavik (Unclassified)

30. Mr. Robertson reported that the work planned by the Department of Public Works at Aklavik for the current year had been carried out on schedule. It appeared that the cost of the airstrip would be a good deal less than estimated, and it might therefore be possible to build a longer strip.

(Secretary's memorandum Document ND-223 dated October 10, 1957).

31. Mr. Booth said he would inform the Chairman whether a longer airstrip was being considered.

32. The Committee noted the report on progress of construction at Aklavik.

V. Progress of Construction at Tuktoyaktuk (Unclassified)

33. Mr. Robertson reported that satisfactory progress had been made in construction at Tuktoyaktuk. Soundings by the Hydrographic Survey indicated a controlling depth of 12 feet at low tide for a distance of 8 miles north from Tuktoyaktuk. This meant that the ships being obtained from the United States could be only partly loaded.

(Secretary's memorandum Document ND-224 dated October 10, 1957).

34. General Young said that the Department of Public Works had been informed that dredging would not be required, and had therefore made no provision in the estimates.

35. The Committee noted the report on progress of construction at Tuktoyaktuk and agreed that the departments of Transport, Public Works, and National Defence should discuss the need for dredging the harbour and approaches.

VI. Development of Frobisher (Confidential)

36. Mr. Robertson reported that the Department of Northern Affairs had recently convened an interdepartmental meeting to discuss the co-ordination of developments at Frobisher. The Department of Northern Affairs would rebuild the road to the townsite and was confident that the site was adequate for a population of 4,500 if apartment-type buildings, on rock foundations were used. This should lead to economies in construction and heating.

(Secretary's memorandum Document ND-225 dated October 10, 1957).

37. Dr. Moore asked that the Department of National Health and Welfare be kept informed of the detailed plans of the proposed community so that Northern Health Services could estimate the size of hospital required.

38. The Committee noted the report on the proposed development of Frobisher.

VII. The Stewart-Cassiar Road (Confidential)

39. Mr. Robertson said preliminary estimates by the Department of Public Works for the construction of the Stewart-Cassiar road indicated a total cost of \$20,550,000, compared with the British Columbia government's estimate of \$12,000,000. The federal government had previously offered to contribute not more than \$1,500,000 per year for four years which was half the B.C. estimate of cost; this might now be changed to one-third of the total cost.

(Secretary's memorandum Document ND-226 dated October 10, 1957).

40. The Committee noted the report on the Stewart-Cassiar Road.

VIII. Items of General Interest

1. The Secretary reported on the following items of general

(i) "Arctic Canada from the Air" by Dunbar and Greenaway (Unclassified)

42. Copies of the book "Arctic Canada from the Air" by Dunbar and Greenaway had been distributed to members of the Committee.

(Secretary's memorandum Document ND-219 dated September 24, 1957)

(ii) Transfer of H.M.C.S "Labrador" to Department of Transport (Unclassified)

43. The Cabinet had decided to transfer H.M.C.S. "Labrador" from the Royal Canadian Navy to the Department of Transport.

44. Dr. Whillans enquired whether scientific work would be continued on board "Labrador" since the Defence Research Board would wish to present a proposal to the Department of Transport for such scientific activities.

45. Mr. Booth said the Department of Transport would like to consider such a proposal.

(iii) C.G.S. "Baffin" (Unclassified)

46. On July 4th the C.G.S. "Baffin" ran aground while carrying out sounding operations west of Halifax. The ship was again in service but charting operations planned for Frobisher Bay this summer had been postponed.

47. Dr. van Steenburgh said the cost of repairing the vessel would be about \$500,000. He hoped it would be possible to continue hydrographic operations from the "Labrador". Reports that the Russians carried out hydrographic investigations during the winter on the sea ice would be examined to see if the Canadian Hydrographic Service could use this method.

(iv) Damage to Aircraft at Ice Island T-3 (Restricted)

48. During the spring a U.S.A.F. C-124 aircraft was damaged beyond repair on landing at the U.S. I.G.Y. station on the ice island T-3.

(v) Navigation of Bellot Strait (Unclassified)

49. During the summer the R.C.N. and the U.S. Coast Guard attempted to find a channel suitable for deep-draught vessels through Bellot Strait and along the arctic coast. H.M.C.S. "Labrador" charted Bellot Strait while the U.S. Coast Guard cutters "Storis", "Bramble" and "Spar" worked west of Bellot Strait and then passed through the strait to the Atlantic. A channel was charted through Bellot Strait with a minimum depth of 50 ft. To the west however, no channel was found deeper than 15 ft., but it appeared probable that a deeper channel might be discovered.

(vi) New Transpolar Air Routes (Unclassified)

50. In mid-September two new transpolar air services were initiated, both using Frobisher as a technical stop. Trans-World Airways began to operate two flights a week each way, one between San Francisco and Paris, and the other between Los Angeles and London; the Pan-American flights were four a week each way between Los Angeles and San Francisco, Seattle and London.

IX. Other Business

(a) U.S.A.F. Refueling Bases in Canada (Confidential)

51. Mr. Huck considered there was a need for closer liaison between the departments of Defence Production, Northern Affairs, and Defence Construction Limited in matters concerning the U.S.A.F. refueling bases in northern Canada.

52. General McNaughton suggested that the Secretary of the Canadian Section of the Permanent Joint Board on Defence could assist in this liaison.

53. Mr. Robertson undertook to determine if liaison could be improved.

54. The Committee noted that Mr. Robertson would determine how closer liaison between Canadian government agencies on matters concerning the U.S.A.F. refueling bases in northern Canada might be achieved.

(b) Relations with Eskimo Women (Confidential)

55. Mr. Robertson said the Department of Northern Affairs was requesting employers in the north to discourage improper relations between their employees and Eskimo women. The Department of Northern Affairs and

National Resources had decided to dismiss any departmental employee who became involved in an incident of this sort. Other departments might consider adopting a common policy such as the transfer of an employee from northern Canada to another part of the country.

56. Commissioner Nicholson suggested that since it was often difficult to recruit people willing to live in the north, an employee might be transferred to some northern location where there was no Eskimo population.

57. The Committee noted that the Department of Northern Affairs was requesting employers in the north to discourage improper relations between their employees and Eskimo women.

X. Date of Next Meeting

58. The Committee agreed to meet at 2:30 p.m. on Monday, December 2, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
November 19, 1957.

44. The forty-fourth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m. on Monday, December 2, 1957.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Commissioner L.H. Nicholson,
Royal Canadian Mounted Police
General C. Foulkes, Chairman, Chiefs of Staff
Mr. A.H. Zimmerman, Chairman, Defence Research Board

Mr. P. Tremblay, representing the Under-Secretary of State for External Affairs.
Mr. A. Laframboise, representing the Secretary to the Cabinet.
Mr. G.E. Steele, representing the Deputy Minister of Finance.
Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.
Mr. C.S. Booth, representing the Deputy Minister of Transport.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Colonel H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.
Dr. P.E. Moore, representing the Deputy Minister of National Health.
Dr. N.B. Hutcheon, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

A/C R.B. Whiting, Department of National Defence.
W/C N.C. Brown, Department of National Defence.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

I. Northern Community Planning (Unclassified)

1. Mr. Robertson referred to the need for planning the development of northern communities. An interdepartmental committee, chaired by the

Department of Northern Affairs, and with representatives of the Department of Public Works, Central Mortgage and Housing Corporation, and the National Research Council (Division of Building Research) might be established. Representatives of other departments would be invited to meetings where questions of specific or general interest to them were to be discussed.

(Secretary's memorandum Document ND-227 dated November 26, 1957).

2. Colonel Jones said the Indian Affairs Branch of the Department of Citizenship and Immigration wished to be represented whenever matters with which they were concerned were discussed. The reservation of land for Indians under their treaty entitlements might be a factor in planning certain northern communities.
3. Dr. Moore asked that the Department of National Health and Welfare be consulted on all plans for water supply, sewage disposal and other public health matters.
4. Dr. van Steenburgh offered the services of the Geographical Branch of the Department of Mines and Technical Surveys in northern community studies.
5. Mr. Booth said that the Department of Transport had more employees in the north than any other department, and would like to be represented at meetings of the Committee when the Committee's discussions might affect their interests.
6. The Committee agreed that an interdepartmental committee on northern community planning be established and that departments would be consulted on any questions of specific or general interest to them.

II. Activities at Cape Christian, N.W.T. (Confidential)

7. Mr. Robertson noted that a new V.H.F. aircraft communication system had been installed at the U.S. Loran station at Cape Christian. Plans for installing the TACAN omni-range project had been postponed. A 2,500-ft. landing strip had been built on the beach a few hundred yards from the station.

(Secretary's memorandum Document ND-228 dated November 26, 1957).

8. The Committee noted the report on activities at Cape Christian.

III. Polar Air Rescue Expedition (Restricted)

9. Mr. Robertson reported that the Polar Air Rescue Expedition was being organized in the United Kingdom to investigate survival techniques and rescue methods in the area of North Pole. Lord Tedder was chairman of the expedition's Council of Management. The expedition would probably request Canadian government support.

(Secretary's memorandum Document ND-229 dated November 26, 1957).

10. Mr. Rowley said that the plans for the expedition resembled earlier proposals by a Mr. Stanwell-Fletcher which had been considered by the Committee. Investigations of survival techniques and rescue methods had been conducted on numerous occasions. The expedition's objective of establishing the nucleus of a permanent international polar air rescue service raised the question of Canada's responsibility for arctic rescue.

11. Mr. Booth said that, in accordance with International Civil Aviation Organization practices, Canada might be expected to accept a large measure of responsibility for search and rescue in the Polar Basin north of Canada.

12. Commissioner Nicholson considered that if there were a need for such an expedition it should be undertaken by Canada.

13. Mr. Robertson said it had been suggested that Canada should be more active in exploration of the Polar Basin. One possibility was an investigation of the limits and nature of the continental shelf north and west of the Arctic Archipelago.

14. Mr. Rowley said an expedition using ski-wheel Dakotas based in time on Alert, Isachsen, Mould Bay and Sachs Harbour could investigate the continental shield and the waters above it, and also carry out zoological and other work.

15. General McNaughton considered very valuable results could be obtained in the area within 100 miles of the archipelago.

16. Dr. van Steenburgh reported that, following a suggestion at the forty-third meeting of the Committee, the Canadian Hydrographic Service was

investigating the possibility of hydrographic investigations during the winter through the sea ice.

17. The Committee agreed that

- (a) the Secretary would obtain further information on the Polar Air Rescue Expedition;
- (b) the Secretary would consult departments with interests in the Arctic and draw up a proposal for a scientific expedition in the Polar Basin.

IV. Items of General Interest:

(i) Planning of Frobisher Bay (Confidential)

18. Mr. Sivertz reported that a committee of representatives from Central Mortgage and Housing Corporation, the Treasury Board staff, and the departments of Northern Affairs, National Health and Welfare, Public Works, and Transport had held two meetings on planning Frobisher Bay townsite. To anticipate accommodation needs for the maintenance men and relief crews from civilian airlines, for employees of oil supply and mining companies, and for other possible occupants of the town it had been decided to plan for a future population of 4,500, with 500 dwellings, school, hostel, rehabilitation centre, hotel, shopping centre, warehouses, and recreation facilities. The estimated cost was between thirty and fifty million dollars. The committee favoured the use of multiple-dwelling units rather than individual houses and had recommended that the federal government design and construct the whole townsite, recovering the capital outlay from the users by means of rent. It had also been suggested that a special agency, possibly a Crown corporation, be set up to develop and manage the townsite. Interim accommodation at Frobisher might be provided by moving surplus huts from Winisk.

19. Mr. Robertson believed it would be possible to build large fireproof apartment blocks of steel and concrete on rock foundations. By grouping the buildings closely economy would be realized in sewer and water services and in heating. Playing space for children, and recreation areas for adults could be provided indoors and the buildings connected by enclosed passages.

20. The Secretary reported on the following items of general interest:

(ii) Summer Sea Supply to the Eastern Arctic (Unclassified)

21. The summer sea supply to the Eastern Arctic had been carried out by 22 ships, including government vessels, several of which made more than one voyage. The number of ships and the quantity of cargo had been larger than in any previous year and all cargo had been successfully delivered. C.G.S. "d'Iberville" succeeded in supplying Eureka.

(iii) Fall Resupply Operations to the Joint Arctic Weather Stations (Restricted)

22. The fall airlift to the Joint Arctic Weather Stations had been carried out in the second half of September. Four C-119 aircraft had been used to carry a total of approximately 340,000 lbs. from Resolute Bay to the satellite stations. One aircraft had crashed on landing at Isachsen. There had been no injuries but the aircraft had to be left at Isachsen for repair next spring.

(iv) Fire at FOX Nursing Station (Restricted)

23. The main building of the nursing station at Site FOX, with the station's medical equipment and a large quantity of food, had been completely destroyed by fire on November 7. Prompt assistance from the fire-fighting unit of the Federal Electric Corporation had prevented damage to the nurses' residence, generator house, and store house. The Frobisher Bay nursing station had sent replacements for the equipment and food. Part of the nurses' residence was being used as a temporary nursing station. The cause of the fire was unknown as the building was empty when the outbreak occurred. An R.C.M. Policeman from Frobisher Bay was investigating.

24. Dr. Moore said it would be possible to continue the services of the nursing station by using the nurses' residence. After a year's operating experience it should be possible to determine the amount of additional building required, and this could be provided in the estimates for 1959-60.

(v) Fire at School, Cambridge Bay (Unclassified)

25. The federal day school constructed at Cambridge Bay by the Department of Public Works was destroyed by fire after it had been completed but before it had been turned over to the Department of Northern Affairs.

(vi) Transportation in the Western Arctic (Confidential)

26. Mr. Sivertz said that the Department of Northern Affairs was concerned that the shipping in the Western Arctic might not be able to deliver all of the supplies required in the 1958 season. In the past there had been delay in transit and wastage of building material from open storage, and the department was considering using air transportation to such places as Cambridge Bay.

27. Mr. Rowley added that the Hudson's Bay Company vessel "Nechilik" had struck a rock during the past season and was a total loss. Of the two remaining ships in the Western Arctic, one would miss part of the season owing to the need to leave the Arctic for a periodic inspection. The Hudson's Bay Company was unlikely to increase their fleet in the Western Arctic at a time when they might have to compete there with the Northern Transportation Company.

28. Mr. Booth considered arrangements for shipping cargo could be made provided sufficient notice of the quantity was given.

29. Mr. Zimmerman said the Defence Research Board would like the "Labrador" to evacuate the Board's I.G.Y. Lake Hazen expedition from Ellesmere Island in August, 1958.

30. Commissioner Nicholson said transportation to Alexandra Fiord would need to be improved if the R.C.M.P. detachment there were to be continued and the number of Eskimos in the area increased. For the past few years a U.S. icebreaker from Thule had supplied the detachment but this had not proved fully satisfactory.

31. Mr. Robertson suggested that the Department of Northern Affairs should transmit their needs for transportation in the Western Arctic to the Department of Transport. A meeting of the Transportation Subcommittee might then be desirable.

(vii) Proposal by Nordair to Extend Northern Air Service (Unclassified)

32. Nordair Limited was applying to the Air Transport Board for permission to add Quebec City, Wakeham Bay and Esker Lake to its northern air service.

(viii) Conference of Northern Service Officers (Unclassified)

33. A conference of northern service officers was held in Ottawa from October 28th to November 1st.

(ix) Influenza Epidemic (Unclassified)

34. An outbreak of influenza among the Eskimos had appeared in a number of places in the Arctic, particularly Frobisher Bay and Cambridge Bay. The epidemic now appeared to be under control and there had been comparatively few fatalities.

35. The Committee noted

- (a) the items of general interest;
- (b) the need for sea transport from Ellesmere Island in 1958;
- (c) that the Department of Northern Affairs would forward their freight requirements in the Western Arctic to the Department of Transport so that the shipping situation there could be reviewed.

V. Other Business

(i) U.S.A.F. Refueling Bases in Canada (Secret)

36. General Foulkes reported that detailed R.C.A.F.-U.S.A.F. engineering studies for the possible expansion of certain airfields for use as U.S.A.F. refueling bases were being completed. The Cabinet had authorized the extension of airstrips and establishment of refueling facilities at Frobisher Bay, Churchill, Cold Lake and Namao. The airfields at Coral Harbour, Knob Lake (old site) and The Pas were considered satisfactory for expansion. Development of the airfields at Great Whale River and Fort Chimo would be very expensive and in their place the Cabinet had authorized engineering studies of the airfields at Winisk and Esker Lake. If either or both proved unsatisfactory a preliminary survey would be made for alternatives in the Hudson Bay-Ungava Bay region. Cabinet approval would be required for detailed engineering surveys of any alternatives. If the Committee wished, regular reports would be made on the progress of the refueling bases, similar to those made on the progress of the early warning lines.

37. A/C Whiting, Chief of Construction Engineering, R.C.A.F., introduced W/C Brown, the R.C.A.F. Project Officer for the refueling bases.

38. W/C Brown reported that the total cost of the first phase of the project was estimated at approximately \$47,000,000. This was made up as follows:

(a) Frobisher

| | |
|---|--------------|
| Runway extension from 6,000 to 10,500 ft. – cost..... | \$12,000,000 |
| Other facilities..... | 12,000,000 |

(b) Churchill

| | |
|--|-----------|
| Runway extension from 6,000 to 11,200..... | 4,400,000 |
| Other facilities..... | 4,000,000 |

(c) Cold Lake

| | |
|--|-----------------|
| Runway extension from 8,300 to 12,600 ft. – U.S. ... | 3,000,000 |
| | Cdn.....800,000 |
| Other facilities..... | 5,000,000 |

(d) Namao

| | |
|--|--------------------|
| New 14,000-ft. runway parallel to present runway | |
| | U.S..... 3,700,000 |
| | Cdn..... 3,800,000 |
| Other facilities..... | 3,000,000 |

39. Plans and specifications would be completed by mid-December and partial use of Churchill, Cold Lake and Namao was expected by the fall of 1958. The work would be completed at all four bases by the fall of 1959. Facilities would include 5,000,000 gallons storage at each base, and two large transmitters-receivers at Cold Lake. The R.C.A.F. had requirements for extending the runway at Cold Lake to 10,000 ft., and for a new 8,400-ft. runway at Namao, and would bear this part of the cost; all other costs would be met by the U.S.A.F.

40. The second phase of the project was the establishment of five additional bases; Hannas Lake (Knob Lake, old site), Coral Harbour, Le Pas and two others, which might be at Winisk and Esker Lake or some suitable alternative. Each base had a maximum peacetime establishment of 110, but this would be reduced where use could be made of existing facilities. The wartime establishment would be 725. No provision was being made for families.

41. Dr. Moore said that with the reduced incidence of tuberculosis the Department of National Health and Welfare might be able to release their 200-bed hospital at the airfield at The Pas. The buildings had been kept in good condition.

42. Mr. Huck reported that a co-ordinating committee of Canadian government departments had been set up to deal with day-to-day matters related to the construction of refueling facilities. The chairman of this committee was Mr. R. G. Johnson, President and General Manager of Defence Construction Limited.

43. The Committee noted the report on U.S.A.F. refueling bases and agreed that a report should be made at each future meeting until the project was completed.

(ii) Railway to Great Slave Lake (Confidential)

44. Mr. Robertson said that he had received an informal, oral report from Dr. O. M. Solandt on the surveys for the proposed railway to Great Slave Lake. Engineering and economic studies had been made for two routes, one from Waterways to Pine Point and the other from Grimshaw to Pine Point. The engineering report, which was not yet complete, indicated that both routes were equally attractive. The capital cost would lie between \$65,000,000 and \$70,000,000 for each route. The capital cost of the route from Grimshaw would be slightly less, but the route from Waterways would be rather shorter with somewhat lower operating costs. The choice of route would therefore depend on the economic studies and it seemed likely that these would favour the Waterways route.

45. The Committee noted the report on the proposed railway to Great Slave Lake.

VI. Date of Next Meeting

46. The Committee agreed to meet at 2:30 p.m. on Monday, January 27, 1958, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
December 17, 1957.

45. The forty-fifth meeting of the Committee was held in the Privy Council Committee Room, East Block, at 2:30 p.m., on Monday, January 27, 1958.

Present:

Major-General H. A. Young, Deputy Minister of Public Works (Chairman)
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police
Mr. A.H. Zimmerman, Chairman, Defence Research Board

Mr. P. Tremblay, representing the Under-Secretary of State for External Affairs.

Mr. A. Laframboise, representing the Secretary to the Cabinet.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.

Dr. D.C. Rose, representing the President, National Research Council.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Mr. G.E. Steele, representing the Deputy Minister of Finance.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Colonel H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
W/C N.C. Brown, Department of National Defence.

Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 44th Meeting

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. General Young referred to the 44th meeting of the Committee when it had been agreed that there should be regular reports on the progress of the establishment of U.S.A.F. refueling bases in Canada.

2. W/C Brown reported that under revised defence plans the R.C.A.F. no longer had a requirement for extending the Namao airfield, and the Canadian government had therefore decided not to participate in construction there. The U.S.A.F. would bear the whole cost, and would decide whether to extend the airstrip either to the east or to the west, or to build a new strip. It was expected that it would be possible within the next few days to pass to the United States the Canadian comments on the U.S. draft note on the establishment of the refueling bases.
3. Mr. Tremblay said the note would contain a neutral clause on construction, which would be supplemented by informal assurances by the United States that Canadian contractors would be employed.
4. General McNaughton reported that the subject had been considered in detail at the January meeting of the Permanent Joint Board on Defence.
5. Mr. Huck said the U.S. fully accepted the principle that construction at established R.C.A.F. or D.O.T. airfields should be by Canadian contractors. This applied to the four bases covered in the present note, but not necessarily to any other bases which might be required.
6. Mr. Booth said the Department of Transport would appreciate the assistance of the R.C.A.F. in arranging to acquire and remove to Frobisher a number of huts formerly used by the Mid-Canada Line contractor at Cranberry Portage.
7. The Committee noted the report on the progress of the establishment of U.S.A.F. refueling bases in Canada.

(b) Polar Air Rescue Expedition (Restricted)

8. General Young reported that, as instructed at the last meeting, the Secretary had made further enquiries about the proposed U.K. Polar Air Rescue Expedition. It appeared that the expedition would either be cancelled or completely replanned. An application for Canadian government support based on the present plans was no longer expected.

(Secretary's memorandum Document ND-230 dated January 23, 1958).

9. The Committee noted the report on the Polar Air Rescue Expedition.

(c) Development of Frobisher Bay (Confidential)

10. General Young reported that a Frobisher Development Group had been established under the chairmanship of the Director of the Northern Administration and Lands Branch, Department of Northern Affairs, and including representatives of the National Research Council and the departments of National Defence, Transport, Public Works, and Finance, to co-ordinate all developments in the Frobisher area.

(Secretary's memorandum Document ND-231, dated January 23, 1958).

11. Mr. Huck suggested that Defence Construction Limited should be represented on the Frobisher Development Group.

12. Mr. Steele said that at a recent Treasury Board meeting it had been agreed that a report should be prepared on the Frobisher Bay situation for consideration by the Cabinet in reaching a policy decision on its development.

13. Mr. Sivertz reported that a memorandum to the Cabinet was being prepared in the Department of Northern Affairs outlining developments at Frobisher to date and estimating future expenditure. The existing installations at Frobisher Bay would continue in use indefinitely, but a decision had not been reached on the location of future construction, which might be at the air base. There would not be two separate water and sewer systems. Reports on the work of the Frobisher development group could be made at future meetings.

14. The Committee noted the report on the development of Frobisher and agreed that reports should be made at future

(d) Proposed Scientific Expedition in the Polar Basin (Confidential)

15. General Young noted that a meeting of the Research and Development Sub-Committee had been held to discuss the Secretary's draft proposal for a scientific expedition in the Polar Basin. The sub-committee had not been prepared to recommend any specific project.

(Secretary's memorandum Document ND-232, dated January 23, 1958).

16. Mr. Steele said that the Fisheries Research Board was concerned that participation in the proposed expedition would interfere with the Board's programme of research since there were so few oceanographers and marine biologists in Canada.

17. Mr. Zimmerman agreed with the suggestion of the sub-committee that the Associate Committee on Geodesy and Geophysics of the National Research Council be consulted for its views on a programme of research in the Polar Basin. The Defence Research Board expedition to Ellesmere Island might provide information useful in planning the proposed expedition.

18. Dr. Rose said the importance of greater scientific information about the Polar Basin had been increased now that submarine operations under the arctic sea ice were possible. Scientific work from the sea ice in the Polar Basin could be supplemented by investigations from an ice-breaker of the "Labrador" class in the channels between the islands. Greater co-ordination of existing facilities and an increase in the number of oceanographers were required.

19. Mr. Rowley suggested that two aircraft operating from various bases might within a single season establish some 80 to 100 temporary stations on the sea ice for collecting oceanographic, hydrographic, biological, gravity, and magnetic data.

20. General McNaughton considered it very important that Canada should investigate the continental shelf, as otherwise this would probably be done by Russia. Canadian work should be kept to within 100 miles of the coast.

21. Commissioner Nicholson suggested that serious attention should be given to Canadian responsibilities in the Polar Basin. The proposed expedition might be introduced to the Cabinet as a project under consideration with a request for approval in principle.

22. Dr. van Steenburgh said the Department of Mines and Technical Surveys would wish to take part in an expedition provided this could be done in addition to, and not at the expense of, its regular programme. The Hydrographic Service might be able to support increased oceanographic work since its vessels were not at present in operation throughout the year.

23. Mr. Tremblay suggested that since the expedition could not be mounted until the spring of 1959, it would be desirable to announce the

project as soon as Cabinet approval had been obtained in order to establish Canadian interest in the region of the continental shelf as early as possible.

24. The Committee agreed that the proposal to mount an expedition to investigate the continental shelf be examined by a committee chaired by Dr. van Steenburgh, and to include representatives of the Defence Research Board, National Research Council, Hydrographic Survey, and Dominion Observatory, and the Secretary of the A.C.N.D., and that the Secretary should then prepare a draft memorandum to the Cabinet for circulation to the members of the A.C.N.D.

II. Improvement of Communications in Northern Canada (Unclassified)

25. General Young said that the Department of Transport was planning a number of measures to improve communications in northern Canada, including the improvement of existing equipment and the installation of new aeronautical radio stations, radio beacons, and other radio equipment.

(Secretary's memorandum Document ND-233 dated January 23, 1958).

26. The Committee noted the report on the improvement of communications in northern Canada.

III. Proposed Sub-Committee on Northern Communications (Unclassified)

27. General Young explained that a meeting had been held on January 21st under the chairmanship of the Department of Transport to draft terms of reference and to consider membership for a sub-committee of the Advisory Committee on Northern Development to co-ordinate planning in regard to the development of communications facilities in northern Canada. The Committee was asked to consider the proposed terms of reference and to authorize the establishment of the sub-committee.

(Secretary's memorandum Document ND-234, dated January 23, 1958).

28. Brigadier Rothschild said that the Department of National Defence should be represented by the Joint Telecommunications Committee, which would probably appoint a member of the Joint Telecommunications staff.

29. The Committee authorized the establishment of the Sub-Committee on Northern Communications and approved the proposed terms of reference and the following membership:

Department of Transport (to provide the Chairman)
Department of National Defence (J.T.C.)
R.C.M. Police
Department of Northern Affairs and National Resources

Other departments to be invited to attend meetings at which matters affecting their interests were likely to be discussed.

IV. Items of General Interest

30. The Secretary reported on the following items of general interest:

(i) Fire at Fox Nursing Station (Restricted)

31. The R.C.M. Police had reported on their investigation of the fire which destroyed the FOX nursing station on 7 November. The cause of the fire had not been determined, but there was no evidence or suspicion of foul play. The building was empty when the fire was detected.

(ii) Joint Arctic Weather Stations Planning Conference (Unclassified)

32. The Joint Arctic Weather Stations Planning Conference would be held on 6 February with the preliminary Canadian meeting two days earlier.

(iii) Christmas Airdrops (Unclassified)

33. The R.C.A.F. had again carried out Christmas airdrops to isolated stations in northern Canada. The operation was completed successfully during the first week of December.

(iv) Session of the Northwest Territories Council (Unclassified)

34. The fourteenth session of the Council of the Northwest Territories had been held from 14-21 January in Yellowknife.

35. Commissioner Nicholson said the Council had considered drastic steps to protect the caribou. These included prohibiting

killing of females and calves, all non-essential shooting, and the use of caribou as dog food. Other steps were discontinuing the supply of caribou meat to missions and hospitals and withdrawing from the R.C.M. Police permission to shoot caribou for food on patrol. A zoning system and a quota for native peoples had been suggested. The provinces of Alberta, Saskatchewan, and Manitoba were also expected to strengthen conservation measures. The tax of 1¢ a gallon on fuel oil, which previously applied only to the District of Mackenzie, was to be extended to the districts of Keewatin and Franklin. The Council had visited the Consolidated Discovery Gold Mine and the Rayrock Uranium Mine.

(v) The Alaska Industrial Rail and Highway Commission (Confidential)

36. The Alaska Industrial Rail Highway Commission was to visit Ottawa on 30 and 31 January to determine Canadian views in regard to the construction of rail or additional highway facilities, from the continental United States through British Columbia and the Yukon Territory to Alaska.

V. Other Business

37. There was no other business.

VI. Date of Next Meeting

38. The Committee agreed to meet at 2:30 p.m. on Monday, March 3, 1958, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
February 5, 1958.

46. The forty-sixth meeting of the Committee was held at 2:30 p.m. on Monday, March 3, 1958, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, (Chairman) Deputy Minister of Northern Affairs and National Resources

General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Commissioner L.H. Nicholson, Royal Canadian Mounted Police

Mr. A.H. Zimmerman, Chairman, Defence Research Board

Mr. J.J. McCardle, representing the Under-Secretary of State for External Affairs.

Mr. J. Fournier, representing the Secretary to the Cabinet.

Mr. G.W. Stead, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. C.S. Booth, representing the Deputy Minister of Transport.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Dr. N.B. Hutcheon, representing the President, National Research Council.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Mr. A. Laframboise, Privy Council Office.

Dr. J.S. Willis, Department of National Health and Welfare.

Mr. F. Bradley, Department of Northern Affairs and National Resources.

Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 45th Meeting

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. The Chairman explained that W/C Brown who was to have reported on the progress of the establishment of U.S.A.F. refueling bases was ill.

2. Mr. McCardle reported that the United States had agreed to most of the Canadian comments on the U.S. draft note, but had proposed certain other changes. These appeared acceptable with the exception of a provision that if

the refueling facilities were to be disposed of or used for commercial purposes after the United States relinquished them there should be a settlement under which the proceeds to be realized should be shared by the United States and Canada in proportion to each country's investment. This introduced a new principle in such agreements, and had raised objections in Canadian departments. If accepted this principle might cast a shadow on past agreements. If the United States were unwilling to withdraw this proposal, it would have to be referred to the Cabinet.

3. Mr. Stead suggested that the purpose of the proposed provision might be to prevent discrimination against U.S. companies if foreign companies were able to obtain facilities at little cost which had been paid for by the United States.

4. General McNaughton said that the problems of the disposition of the Canol pipelines had pointed up the importance of liquidating U.S. holdings in Canada quickly when they were no longer required for defence. In previous withdrawals from defence establishments in Canada the United States had been given a limited time to remove its property. It was essential that Canada should have a clear-cut title to any property which could not be removed.

5. Mr. Booth referred to the very considerable cost to Canada of aviation facilities for North Atlantic commercial traffic, half of which was by U.S. carriers, as an example where U.S. companies benefitted from Canadian government expenditures. Any part of the refueling facilities that might have a civil use would be on a much more elaborate scale than would ever be provided to meet a civil requirement.

6. The Committee agreed that the provision proposed by the United States requiring a settlement between the countries if the refueling facilities were used or disposed of for commercial purposes was not acceptable.

(b) Development of Frobisher Bay (Confidential)

7. Mr. Robertson referred to the forty-fifth meeting of the Committee when it had been agreed that there should be regular reports on the development of Frobisher.

8. Mr. Bradley reported it had been agreed that a single town site as close as possible to the airport should be developed at Frobisher to serve all purposes. FENCO, who had made the site surveys for the U.S.A.F. programme at Frobisher, was being employed to carry out a site feasibility

study and a preliminary report was expected in about ten days. Their study was not restricted in any way, and it seemed possible that the most suitable location for the town site would be the area occupied by the old camp buildings which were being occupied by the U.S.A.F. until their new accommodation was built. This lay within the boundary of the area which would under present understandings be allotted to the U.S.A.F., but there were no plans to build on it. Single accommodation for the U.S.A.F. was being provided in their own development but they were believed to be interested in having married quarters in the town site. Discharge of cargo at Frobisher this summer would be a major bottleneck and the timing of construction would have to be based on priorities.

9. Mr. Booth said it seemed likely that only U.S. projects and one or two of the most urgent D.O.T. requirements could be met this year.

10. Mr. McCardle said the agreement with the United States on tenure at Frobisher Bay was not yet complete and it would therefore still be possible to revise the boundary of the U.S. area.

11. The Committee noted the report on development at Frobisher.

(c) Canadian Activities in the Polar Basin (Confidential)

12. Dr. van Steenburgh reported that the committee appointed at the forty-fifth meeting had met on February 5 to discuss the proposed expedition to the Polar Basin, and this had been followed by a meeting of a more technical group. The Secretary of the A.C.N.D. had then prepared a draft memorandum to the Cabinet which had been circulated to the members of the A.C.N.D. If the proposal were approved, some agency should be responsible for the administration and an advisory committee would seem to be desirable.

(Secretary's memorandum Document ND-235 dated February 18, 1958).

3. The Committee agreed that

- (a) the draft memorandum on Canadian activities in the Polar Basin be submitted to the Cabinet;
- (b) the Department of Mines and Technical Surveys should have administrative responsibility for the programme, if approved;

- (c) a report on the proposed continental shelf expedition, including recommendations for an advisory committee, be made at the next meeting of the Committee.

II. Wildlife Range Reserve in the Brooks Range (Confidential)

14. Mr. Robertson reported that U.S. authorities were considering the establishment of a wilderness area of about nine million acres in the extreme north-east corner of Alaska, and were expected to propose to Canada that an area of five million acres in the Yukon Territory adjacent to the Alaska border be protected in a similar way. The boundaries of this area were up the Old Crow River from the Alaska border to approximately 139° 33' longitude, then north-east to Mount Fitton, and then down the Blow River to the Arctic Coast near Shingle Point.

(Secretary's memorandum Document ND-236 dated February 26, 1958).

15. General McNaughton suggested that the resource potential of the area should be determined before any measures were taken which might restrict development.

16. Dr. van Steenburgh offered to investigate the possibility of a geological reconnaissance of the area by the Geological Survey.

17. The Committee noted the report on the proposed wildlife range and agreed that a geological reconnaissance of the area was desirable.

III. Report of the Construction Sub-Committee

(a) Report on the 1957 Building Programme in Northern Canada (Unclassified)

18. Mr. Robertson referred to the report on northern construction in 1957 prepared for the Construction Sub-Committee. Only 57% of the projects were shown as completed, but many of the uncompleted projects had been planned to extend over more than one season. Future reports would show the proportion of the annual programme that had been completed rather than the proportion of projects.

(Secretary's memorandum Document ND-237 dated February 26, 1958).

19. The Committee noted the report on the 1957 building programme.

(b) Proposed Government Construction in Northern Canada – 1958 (Unclassified)

20. Mr. Robertson referred to the government construction programme in northern Canada for 1958 prepared for the Construction Sub-Committee. The sub-committee had approved the proposed allocation of responsibility for supervision.

(Secretary's memorandum Document ND-238 dated February 26, 1958).

21. The Secretary explained that at the recent meeting of the Construction Sub-Committee some amendments had been made to the list and these would be distributed with the minutes (attached as Appendix A).

22. The Committee noted the report on proposed government construction in northern Canada 1958.

IV. Report on the Manual of Northern Construction Techniques (Confidential)

23. Dr. Hutcheon reported that Dr. Andrew Taylor's preliminary study of the practicability and cost of preparing a Canadian manual on northern construction techniques had been completed.

(Secretary's memorandum Document ND-239 dated February 28, 1958).

24. Mr. Bradley said the manual might best be prepared by some firm of consulting engineers with experience in northern construction. An individual who was not on the staff of the National Research Council would find difficulty in obtaining information from the construction firms.

25. General McNaughton suggested that since the permanent staff of the Building Research Division could not undertake the preparation of the Manual, additional staff should be employed under contract to work under the guidance of the Division of Building Research.

26. The Committee agreed that

(a) a Canadian manual on northern building techniques was desirable;

(b) the construction experience of Canadian government departments should be made available to assist in the

preparation of the manual.

27. The Committee recommended that

- (a) the National Research Council undertake the preparation of a manual by employing additional staff under contract;
- (b) the preparation of the manual should be guided by an advisory group from the Construction Sub-Committee.

V. Report on the Whitehorse Escarpment Problem (Unclassified)

28. Mr. Rowley reported that the results of the study made by the Division of Building Research on the history of the development of the Whitehorse airport and the troubles which had developed with the adjacent escarpment had been reported at the Construction Sub-Committee. The Sub-Committee had recommended that further studies be made.

(Secretary's memorandum Document ND-240 dated February 28, 1958).

29. Mr. Robertson said General Young had indicated that the Department of Public Works would be prepared to undertake the test boring programme. The Forestry Branch of the Department of Northern Affairs and National Resources could prepare an estimate of the cost of rehabilitating the escarpment.

30. The Committee recommended that

- (a) the Department of Public Works, assisted by the National Research Council, carry out a shallow test boring programme in order to define the limits of the sand deposit, and hence to assess the drainage problem,
- (b) the Forestry Branch of the Department of Northern Affairs and National Resources estimate the cost of rehabilitating the escarpment, assuming the drainage problem could be solved,
- (c) on completion of these studies, the practicability of correcting the drainage and rehabilitating the escarpment be re-examined.

31. The Committee noted that in any event a long-term programme to remove the airfield buildings on the side of the escarpment was necessary.

VI. Items of General Interest:

32. The Secretary reported the following items of general interest.

(a) Visit of the British Commonwealth Scientific Liaison Group to the Canadian North (Unclassified)

33. The British Commonwealth Scientific Liaison Group was planning a visit to Canada which would include a journey to the north in August 1958. The group would fly from Yellowknife via Resolute to Churchill.

(b) Oil Exploration in the Mackenzie Delta Region (Unclassified)

34. The Shell Oil Company was planning an extensive oil exploration programme during the summer in the Mackenzie Delta region on both sides of the river. Six geological parties would be involved.

(c) Transair Norseman Accident Near Chesterfield (Unclassified)

35. On 2 February a Transair Norseman aircraft crashed south of Chesterfield when carrying a Northern Health Services doctor and two Eskimos. By a most fortunate coincidence a R.C.M. Police patrol passed the side of the crash within half an hour and rescued the party, all of whom were injured.

(d) The Henik Lake Eskimo Tragedies (Unclassified)

36. In mid-February a report was received that there had been five deaths among those Eskimos who had been moved from Ennadai Lake to Henik Lake last spring. Two were killings and three apparently the result of starvation and exposure. The remainder of the group had been moved by the R.C.M. Police to Eskimo Point.

37. The Chairman reported the following items –

(e) The Prime Minister's Speech in Winnipeg on 12 February (Unclassified)

38. In the Prime Minister's speech in Winnipeg on 12 Feb. there were a number of references to northern development including a major road construction programme in the northern parts of the provinces and in the

territories, a programme of arctic research, and the Frobisher Bay development.

(f) The Great Slave Lake Railway (Confidential)

39. The Department of Transport had received a letter from the C.P.R. and C.N.R. jointly favouring the route from Waterways and indicating that they would together be justified in contributing between twenty and twenty-five million dollars towards construction of the railway. The remainder of the capital would have to be found by the government and the interest on it paid by the government. The railway would undertake to co-operate and maintain the railway. This proposal was based on three main assumptions –

- (a) that the ore body at Pine Point would be developed and 215,000 tons of concentrates a year shipped south;
- (b) that some agency would develop harbour and trans-shipment facilities on the Peace River for the supply of Lake Athabasca and at Ile du Mort for the supply of Great Slave Lake and the Mackenzie River;
- (c) that the Northern Transportation Company would terminate the service between Waterways and Embarras on traffic destined to Lake Athabasca, and between Waterways and Great Slave Lake.

40. Ground surveys could be done this summer and construction would take at least a further three years. Calculations in the Department of Northern Affairs had indicated that the railway might reduce freight rates to Yellowknife by \$15 a ton and to other places on the river by from \$7 to \$15 a ton.

41. General McNaughton said the Consolidated Mining and Smelting Company were taking steps to increase the capacity of the Trail smelter, presumably with a view to handling the Pine Point concentrates. It would be useful if he could make a statement on the railway at the meeting of the Permanent Joint Board on Defence on the 22 April.

VII. Other Business

(a) Ballistic Missile Warning Line (Secret)

42. Mr. McCardle reported that the United States had asked Canadian permission for a site survey for communications to support a ballistic missile warning system. There would probably be two routes from Thule to NORAD headquarters in Colorado Springs, one via Cape Dyer and the Labrador coast and the other via Hall Lake and Churchill. At a briefing in Ottawa the possibility of a cable along the Alaska Highway had been mentioned, and it was indicated that the modernization of other communications systems such as POLE VAULT was being considered. The survey would probably lead to a request for permission to construct communications installations.

(b) Transportation on Mackenzie River (Unclassified)

43. The Secretary reported that the Hudson's Bay Company, which had not operated as a common carrier on the Mackenzie River for several years, had sold its river transport to the Northern Transportation Company. The company would continue to operate shipping in the Western Arctic.

VIII. Date of Next Meeting

44. The Committee agreed to meet at 2:30 p.m. on Monday, May 12, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 10, 1958

47. The forty-seventh meeting of the Committee was held at 2:30 p.m. on Tuesday, May 20, 1958, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, (Chairman) Deputy Minister of Northern Affairs and National Resources

Major-General H.A. Young, Deputy Minister of Public Works,
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Mr. J. Fournier, representing the Secretary to the Cabinet.

Mr. P. Tremblay, representing the Under-Secretary of State for External Affairs.

Mr. G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. J.E. Devine, representing the Deputy Minister of Transport.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. F.T. Davies, representing the Chairman, Defence Research Board.

Brigadier R.P. Rothschild, representing the Chairman, Chiefs of Staff.

Dr. N.B. Hutcheon, representing the President, National Research Council.

Colonel H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, (Secretary) Department of Northern Affairs and National Resources.

Also Present:

W/C N.C. Brown, Department of National Defence.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. J.E. Cleland, Department of Northern Affairs and National Resources.

Mr. J.S. Scott, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 46th Meeting:

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. Brigadier Rothschild reported that the Strategic Air Command was revising its requirements for refueling bases in Canada. Four bases only were being considered, Frobisher, Churchill, Namao, and Cold Lake, but aircraft would be stationed there permanently. No increase in civilian housing was expected because aircraft with their crews would be rotated weekly, and those personnel stationed permanently would not be accompanied by their dependants.¹⁸¹ A new submission to the Cabinet was being prepared. If approval were delayed it might be too late to start construction this year.
2. Mr. Huck said it was already too late for construction at Frobisher this year, but some building materials might be delivered to the site during the summer.
3. Mr. Devine added that the United States was being advised, through Defence Construction Limited, that arrangements for stevedoring and chartering of ships for the U.S.A.F. programme at Frobisher in 1958 was being cancelled.
4. Mr. Robertson enquired whether this postponement of construction would greatly increase construction programmes for ensuing years. If the revised U.S. request were approved, extension of the proposed facilities might be necessary.
5. W/C Brown reported that the programme at Frobisher would be increased by hangar aprons and one additional tank.
6. General McNaughton said he understood that the U.S.A.F. was reconsidering their concept of refueling bases in Canada as a result of the rapid development of guided missiles. The U.S. proposal for sharing any proceeds from the disposal of the refueling facilities had delayed the previous plans, but at the last meeting of the P.J.B.D. the United States had agreed to withdraw this proposal.
7. Mr. Tremblay added that the United States had reserved the right to raise separately from the agreement the issue of sharing proceeds arising from disposal.

¹⁸¹ *Editors' note:* spelling error in original document.

8. The Committee noted the report on the establishment of U.S.A.F. refueling bases in Canada.

(b) Development of Frobisher Bay (Confidential)

9. Mr. Sivertz reported that the only major construction to be carried out at Frobisher during the summer of 1958 in addition to the temporary buildings for the Department of Northern Affairs and National Resources would be a causeway and a wharf for vessels drawing up to 6 feet. A proposal by the Department of Northern Affairs and National Resources for supplementary estimates for the department's construction programme was being considered by the Treasury Board. In the meantime planning was in abeyance. Estimates of the size of the Frobisher project reported in the press were exaggerated. The Department of Northern Affairs estimated that the population would increase within three years to between 1,200 and 1,500, including dependants of employees but excluding military personnel. It seemed prudent therefore to select an area and water supply source sufficient for a population of 4,500. While construction costs could approach \$75 million, they were expected to reach \$40 to \$50 million only.

10. The Committee noted the report on the development of Frobisher Bay.

(c) Proposed Canadian Continental Shelf Expedition (Confidential)

11. Mr. Robertson referred to the forty-sixth meeting when the Committee had agreed that a report should be prepared by the Technical Sub-Committee, chaired by Dr. van Steenburgh, on the proposed Canadian continental shelf expedition. The report had been circulated to members.

(Secretary's memorandum Document ND-241, dated May 6, 1958).

12. Dr. van Steenburgh said the submission to the Cabinet based on the report of the Technical Sub-Committee had not been considered in time for Decca position determining equipment to be procured and shipped to Resolute this summer. A second submission had therefore gone forward to the Cabinet recommending a reconnaissance expedition of six scientists in 1959 with the first year of the full-scale programme postponed until 1960. If approval of the second submission were received within the next two or three weeks, there should be time to send food and supplies for the reconnaissance by sea to Resolute this season.

13. Mr. Robertson reported that the International Conference on the Law of the Sea held recently in Geneva had adopted a convention giving each country the sovereign right to explore and exploit the resources of the continental shelf lying off its shore. The limit of the continental shelf had been defined for this purpose as the 200 metre line and beyond that to any depth where resources could be exploited. It was expected that most countries would ratify this convention, which was particularly important to Canada owing to the width of the continental shelf off the Canadian shore.

14. The Committee noted the report on the proposed Canadian continental shelf expedition.

II. Report on the Soviet North (Confidential)

15. Mr. Robertson recalled that at the thirty-ninth meeting the Committee had agreed that a report on the Soviet North should be prepared by the Joint Intelligence Bureau each year. The most recent edition of the report, dated April 10, 1958, had been circulated to members.

(Secretary's memorandum Document ND-242 dated April 23, 1958).

16. Brigadier Rothschild said that if any member required supplementary information on any specific point the Joint Intelligence Bureau would be glad to supply it.

17. The Committee noted the report on the Soviet North.

III. Extracts from the Soviet Press (Confidential)

18. Mr. Robertson noted that a distribution list for the monthly summary in English of extracts from the Soviet press on the Soviet North had been circulated. If any member did not have ready access to a copy arrangements for him to obtain one could be made either through the Secretariat or directly with the Joint Intelligence Bureau.

(Secretary's memorandum Document ND-243, dated May 6, 1958).

19. The Committee noted the report on extracts from the Soviet press on the Soviet North.

IV. Annual Report on Government Activities in the North (Unclassified)

20. Mr. Robertson said that on January 22, 1953, the Committee was instructed by the Cabinet to report immediately and periodically thereafter on all phases of development in the Canadian Arctic. A report covering activities during 1957 and outlining plans for 1958 had been circulated to members. The report would not be submitted formally to the Cabinet, but members might bring it to the attention of their respective ministers. The classified material mentioned in the report would be circulated with the minutes (attached as Appendix "A").

(Secretary's memorandum Document ND-244, dated April 30, 1958).

21. The Committee noted the report on government activities in the north.

V. Report on the Northern Communications Sub-Committee (Confidential)

22. Mr. Robertson referred to the meeting of the Northern Communications Sub-Committee held on April 2, 1958. The terms of reference, as approved at the forty-fifth meeting of the A.C.N.D., had been noted and a brief on communications in the Yukon Territory prepared by Mr. Erik Nielsen, Member of Parliament for the Yukon Territory, had been considered.

(Secretary's memorandum Document ND-245, dated May 12, 1958).

23. Mr. Devine said the Minister of Transport had suggested that representatives of the Northern Communications Sub-Committee might visit the Yukon Territory to hear local views.

24. The Committee noted the report of the Northern Communications Sub-Committee.

VI. Items of General Interest

The Secretary reported the following items of general interest.

(i) Ennadai Lake Eskimos (Unclassified)

25. Kikkik, the Eskimo woman charged with the murder of an Eskimo man and criminal negligence in abandoning two of her children, had been

acquitted on both counts. The Ennadai group was now at Eskimo Point. The total number of deaths in this group during the winter was two by violence and seven by starvation or exposure.

(ii) Garry Lake Eskimo Tragedies (Unclassified)

26. Sixteen Eskimos were known to have died this winter in the Garry Lakes area; some of these deaths might have been the result of old age or infant mortality but the majority were cases of starvation.

(iii) The Spring Airlift (Unclassified)

27. The spring airlift to the Joint Arctic Weather Stations had been concluded successfully and without incident. The clean-up flights were to take place at the end of May.

(iv) Scientific Activities in the Queen Elizabeth Islands – 1958 (Unclassified)

28. A number of expeditions were planned for the Queen Elizabeth Islands this year –

1. The Defence Research Board Lake Hazen expedition was continuing for a second summer. There were now about twenty scientists from various agencies on the expedition.
2. The Geological Survey would be operating in the western part of the Arctic Archipelago using a Piper Cub to cover the part which was not completed during Operation Franklin.
3. Dr. Maynard Miller and Dr. Terris Moore were planning to carry out glaciological work on the ice shelf off Ellesmere Island, also using a Piper Cub.
4. A U.S.A.F. glaciological expedition to the Ellesmere ice shelf was planned but might be postponed for a year.
5. Mr. Manning and a party from the National Museum were en route to Resolute Bay. They planned to cross Lancaster Sound by sledge and make zoological investigations in Prince of Wales Island.

6. The Topographical Survey would fix certain points which were planned as Decca stations for the proposed Continental Shelf Expedition.

(v) U.S. Hydrographic Work in the Baffin Island Area (Unclassified)

29. Two U.S. Coast Guard ships, the “Spar” and “Bramble” would be carrying out hydrographic work off the east coast of Baffin this year. Another U.S. ship, the “Storis” would be working in the western Canadian Arctic. The Canadian Hydrographic Service would have a representative on each of the “Spar” and “Bramble” and two representatives on the “Storis”.

VII. Other Business

(a) Railway to Great Slave Lake (Confidential)

30. Mr. Robertson referred to the statement on the proposed railway to Great Slave Lake in the Speech from the Throne. The economic report being prepared by the railways had not yet been received, but the route from Waterways seemed preferable to the route from Grimshaw because it was shorter, operating costs would be lower, there were possibilities for the exploitation of tar sands, and gypsum along the route and it was closer to mining activities on Lake Athabasca. The capital cost was estimated at \$65 million, of which \$25 million would be provided by the railways and \$10 million from the normal government mileage subsidy for railway construction, leaving \$30 million. The financing arrangements were now being considered. It seemed likely that the \$30 million would be provided by the federal government as a second mortgage bond, the railway companies having first claim to a return on their investment. It was expected that surveys would begin this season. The economic report would be circulated to members when it had been received.

31. The Committee noted the report on the proposed railway to Great Slave Lake.

(b) Rearward Communications System (Secret)

32. Mr. Huck reported that the U.S.A.F. had asked the Department of Defence Production for the concurrence of the Canadian government in placing orders for cable and chartering a cable-laying ship for a proposed submarine cable communications link between Thule and Cape Dyer. The Minister of Defence Production had referred the matter to the Cabinet before concurring in the request. This concurrence did not commit the

Canadian government to approval of the proposal to lay the cable. This would be requested by the United States through diplomatic channels.

33. Mr. Devine said that the Deputy Minister of Transport had written to the Deputy Ministers of National Defence and Defence Production and to the Under-Secretary of State for External Affairs regarding a suggestion that the United States lay the submarine cable and sell one-half of the cable to the Canadian Overseas Telecommunications Corporation which would then operate the Canadian terminal. Other proposed cables with terminals in Canada were also included.

VIII. Date of Next Meeting

34. The Committee agreed to meet at 2:30 p.m. on Monday, June 23, in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
May 29, 1958.

Appendix "A"

SECRET

Department of External Affairs

The Department of External Affairs has supplied the following statement of current activities of United States Government personnel in northern Canada. Many of the United States activities described in earlier reports in this series continue and are not referred to in this account.

1. Frobisher Bay

Negotiation continued through 1957 on the conditions for the future use of Frobisher Bay Airport by United States Air Force personnel. The agreement when completed will provide for a division of duties and responsibility in management and operating procedures at the base.

2. Mapping and Photographic Work

The United States services, in co-operation with the Canadian services, have from time to time during 1957 carried out hydrographic survey operations, aerial reconnaissance and ice forecasting operations in the Canadian North.

3. Baffin-Thule Tropospheric Scatter Link

An exchange of notes was concluded between the Canadian and United States Governments on July 25, 1957, setting out the terms and conditions for the establishment, maintenance and operation by the United States Government of a tropospheric scatter station at Cape Dyer, Baffin Island. The Cape Dyer station is the southern terminal of a tropospheric scatter voice communications system between Cape Dyer and Thule, Greenland.

4. TACAN Programme in Canada

An agreement between the Canadian and United States Governments with respect to the installation of certain TACAN stations in Canada is under negotiation. The Canadian Government has granted interim authority for architect-engineer surveys at certain selected sites.

5. Gap-Filler Radars

Joint RCAF-USAF teams completed site surveys for the proposed gap-filler radars in 1957.

6. USAF Refueling Facilities

Negotiations continued through 1957 for the establishment of USAF refueling facilities at certain bases in Canada. At the year's end, it seemed likely that agreement covering the establishment of these facilities at Frobisher, Churchill, Cold Lake and Namao would be completed early in 1958.

7. North American Air Defence Command

The Canadian and United States Governments announced on August 1, 1957, their agreement to the setting up of a system of integrated operational control of the air defence forces in the continental United States, Alaska and Canada under an integrated Command responsible to the Chiefs of Staff of both countries. The Command became operational on an interim basis in September 1957. It is anticipated that when final agreement is reached between the two governments on the terms of reference of the Command, it will have operational responsibility over the Mid-Canada and DEW Lines.

48. The forty-eighth meeting of the Committee was held at 2:30 p.m. on Monday, October 20, 1958, in the Privy Council Committee Room, East Block

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Mr. J.R. Baldwin, Deputy Minister of Transport.
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
General C. Foulkes, Chairman, Chiefs of Staff, Dept. of National Defence.
Commissioner L. H. Nicholson, Royal Canadian Mounted Police.

Mr. J. Fournier, representing the Secretary to the Cabinet.
Mr. R.G. MacNeill, representing the Deputy Minister of Finance.
Mr. S.G. Gamble, representing the Deputy Minister of Mines and Technical Surveys.
Mr. F.T. Davies, representing the Chairman, Defence Research Board.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Mr. R.F. Legget, representing the President of the National Research Council.
Mr. W.C. Bethune, representing the Deputy Minister of Citizenship and Immigration.
Mr. P. Tremblay, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also present:

Commodore J.C. Littler, Department of National Defence.
W/C N.C. Brown, Department of National Defence.
Mr. G.Y. Loughhead, Department of National Defence.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Mr. A. Laframboise, Privy Council Office.
Mr. G.E. Steele, Department of Finance.
Mr. T.A. Harwood, Defence Research Board.
Mr. K.M. Pack, Department of Mines and Technical Surveys.
Mr. A.E. Gotlieb, Department of External Affairs.
Mr. J.E. Devine, Department of Transport.
Mr. J.S. Scott, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 47th Meeting:

(a) U.S.A.F. Refueling Bases (Secret)

1. W/C Brown reported that the U.S.A.F. refueling bases programme was up to schedule. Essential work at Frobisher and Churchill should be completed by 30 September, 1960. Details were as follows:

(i) Frobisher

2. Contract for runway let by D.O.T. to Carter Construction Company at approximately \$5,500,000.

3. Contract for U.S.A.F. installations let by D.C.L. to C. A. Pitts Limited at approximately \$10,900,000. This includes fuel hydrants, two aircraft maintenance docks, a Tacan building, water supply, utilities, power house, and a LOX (oxygen production) building.

4. Contract for oil pipeline and aviation gasoline storage let by D.O.T. to Imperial Oil at approximately \$1,200,000.

(ii) Churchill

5. Contract for runway and airfield lighting let by D.O.T. to a partnership of MacNamara Construction Company and H. J. Kaiser Limited at approximately \$2,450,000.

6. Contract for phase 1 structures let by D.C.L. to a partnership of MacNamara Construction Company, H. J. Kaiser Limited, and Tower Construction Company at approximately \$4,000,000. (Phase 1 structures include hydrants, warehouses, two aircraft maintenance docks, aircraft maintenance shop, utilities, heating plant extension, and a Tacan building).

7. Contract for phase 2 structures not yet awarded. (Phase 2 structures include fire station, LOX building, and officers' quarters).

(iii) Cold Lake

8. Contract for Canadian runway extension to 10,000 ft. let by D.O.T. to Poole Construction Company at approximately \$400,000.

9. Contract for U.S. runway extension to 12,600 ft. including lighting not yet awarded. The low bid was City Construction Company at approximately \$1,400,000.

10. Contract for buildings not yet awarded.

(iv) Namao

11. Contracts not yet awarded.

12. The Committee noted the report on the progress of the U.S.A.F. refueling bases.

(b) Development of Frobisher Bay (Unclassified)

13. The Secretary reported that the Cabinet had approved a recommendation that the permanent townsite at Frobisher be adjacent to the airfield. A test drilling programme had been initiated by the Department of Public Works and arrangements were being made for the appointment of consultants to design the lay-out of the town. The first stage of the wharf had been completed by the Department of Transport and was in use.

The U.S.A.F. and the Department of Transport had reached full understanding on the use of the airfield. The Department of Northern Affairs was not carrying out any further construction at Apex Hill but was building temporary accommodation between the airfield and the future townsite using Butler buildings on loan from the Department of National Defence. This would include married, single, Eskimo, and transient quarters, an administration building, a 4-room school, and six warehouses. The contract had been let to C. A. Pitts Limited for completion by the end of the year.

14. Mr. Loughhead reported that the causeway had already proved extremely useful for off-loading. There might be difficulty in extending the runway without interfering with its use while the work was in progress.

15. Mr. Baldwin said the causeway might be extended into deeper water next season.

16. Mr. Sivertz reported that arrangements were being made for the area to be declared a development area under the Area Development Ordinance of the Northwest Territories in order to provide a measure of control over development.

17. The Committee noted the report on the development of Frobisher and that more detailed information could be obtained from the Secretary.

(c) Proposed Canadian Continental Shelf Expedition (Unclassified)

18. Mr. Gamble reported that the Continental Shelf Expedition would begin next spring with a party of about ten which would carry out preliminary work including determination of accurate positions for the Decca installations. Scientists from the Fisheries Research Board, the Hydrographic Service, the Dominion Observatory, and the Geographical Branch would take part and Dr. E. F. Roots of the Geological Survey would co-ordinate the expedition for the first year. About twenty-five hours would be required for a cycle of observations and stations would be at 10-mile intervals along the coast for about 130 miles on both sides of Isachsen. One, or possibly more, lines of stations were also planned across the continental shelf to a distance of 150 miles offshore.

19. The Committee noted the report on the Continental Shelf Expedition.

(d) BMEWS Communications in the Eastern Arctic (Secret)

20. Mr. Loughhead reported that the D.E.W. Line Co-ordinating Committee had considered a U.S. draft of an over-all agreement to govern the use of communications facilities and the establishment of new facilities in support of BMEWS. The comments of the Committee had been prepared in the form of a memorandum to the Panel on the Economic Aspects of Defence. Construction at Cape Dyer was in progress. The POLEVAULT system could not handle the BMEWS requirement and a cable from Cape Dyer to Newfoundland was being planned.

21. Mr. Huck said U.S. planning for BMEWS had now reached the stage when further Canadian approval was required. Unless an over-all agreement was approved, additional interim authorizations would have to be sought. The Deputy Minister of National Defence was asking the Secretary to the Cabinet to have the agreement considered by the Cabinet immediately. D.D.P. had been negotiating for Canadian participation in development and production of equipment for BMEWS and anti-missile requirements.

22. General Foulkes considered that the over-all agreement should be considered by the Cabinet before the Prime Minister left for his world tour. BMEWS communications were only part of the second stage of the air defence of North America now being considered by the United States. Responsibility for early warning had been assigned to the U.S.A.F., and for acquisition radar and missile counter-measures to the U.S. Army. Canadian

participation in this planning would be assisted by approval of the over-all agreement. There might be a meeting of the ministerial Canada/U.S. Committee on Joint Defence before the end of the year at which these new air defence measures would be discussed.

23. General McNaughton said there was a special Canadian interest in cables touching the Canadian shore. There had been no mention yet at the P.J.B.D. of additional radars in Canada. Canadian industry should participate in such projects. These points could be developed at the forthcoming P.J.B.D. meeting and it would be helpful if the over-all agreement had been approved by then.

4. Mr. Baldwin reported that a paper would be circulated on recent discussions between the United Kingdom, the United States, and Canada on a military transatlantic cable. This might conflict with the BMEWS cable if there were insufficient equipment for both.

25. The Committee noted the report on the BMEWS communications and agreed that the Chairman should request the Secretary to the Cabinet to have the over-all BMEWS communications agreement considered by the Cabinet at the earliest possible date.

II. Canadian Sovereignty in Arctic Waters (Confidential)

26. The Chairman explained that the Canadian position on sovereignty in arctic waters had never been defined. The main difference between polar and other waters was that they were covered to some extent by ice which was capable of occupation. The Advisory Committee on Northern Development had been requested to prepare an assessment of the Canadian interest in this area which could be used as a basis for a statement of Canadian policy. A draft letter requesting the views of departments had been circulated.

(Secretary's memorandum Document ND-251 dated October 14, 1958).

27. Mr. Gotlieb drew attention to legal differences between the waters of the Polar Basin and those of the Arctic Archipelago. The current pace of events in the Arctic could be expected to restrict Canadian freedom in determining a practical national policy, and an early statement was therefore most desirable.

28. General Foulkes considered that a definition of the Canadian position would be advantageous in relation to military reconnaissance in the north.

29. The Committee approved the proposed letter requesting departmental views.

III. Disposal of the Canol Pipelines (Confidential)

30. The Chairman referred to the negotiations with the United States on the disposition of the Canol pipelines.

(Secretary's memorandum Document ND-249 dated October 10, 1958).

31. Mr. Tremblay said that the Secretary's memorandum was being used as a paper for the next meeting of the P.J.B.D.

32. The Committee noted the report on the disposition of the Canol pipelines.

IV. Icebreaker Fleet of the D.O.T. (Unclassified)

33. The Chairman explained that the paper on D.O.T. icebreakers has been circulated for the information of members.

(Secretary's memorandum Document ND-246 dated July 10, 1958).

34. Mr. Baldwin said that military and civil supply operations had been very successful during the past summer in both the eastern and western Arctic. Co-operation with the United States had been excellent. At Frobisher 26,000 tons had been landed despite the late start. A meeting with the United States was being arranged to discuss taking over the sea supply of stations in Baffin Island. The two 200-ft., 4,250 h.p., diesel electric icebreakers (numbers 3 and 4 in the memorandum) should be in service by the end of next year, one for the western and the other for the eastern Arctic. It was hoped that the construction of the other six ships would be completed in 1960.

35. The Committee noted the report on the Department of Transport's icebreaker fleet.

V. Operation of Northern Airfields (Confidential)

36. The Chairman explained that the Department of Transport had taken over Frobisher airfield and had requested the Committee's views on taking over the operation of further airfields. The Minister of Northern Affairs

and National Resources would support a policy of taking over additional fields.

(Secretary's memorandum Document ND-247 dated July 18, 1958).

37. Mr. Baldwin said the Department of Transport already had an interest in Cambridge Bay owing to their establishment there and was planning to take over operation of the airfield in 1959. Cape Parry, Tuktoyaktuk, and Hall Lake were being considered for 1960 and 1961. The cost of taking over and operating the airstrips at Cambridge Bay and Hall Lake had been estimated at an initial cost of approximately \$1¾ million for construction and equipment, with \$350,000 annually for operation and maintenance. It might be possible to reduce these costs at Hall Lake. The costs for Cape Parry and Tuktoyaktuk had not yet been examined.

38. General Foulkes said the D.N.D. would have no objection to the D.O.T. taking over operation of any of the D.E.W. airstrips.

39. General McNaughton considered that taking over of Tuktoyaktuk should be given a high priority owing to its importance as a transportation centre.

40. Mr. Loughhead pointed out that operation of the D.E.W. airstrips was integrated with the operation of the D.E.W. stations. The plans for taking over any airfield would require careful co-ordination since many Canadian government departments would be affected. Negotiations with the United States would presumably be carried out by the D.O.T.

41. The Committee agreed

- (a) that the airfield at Cambridge Bay should be taken over in 1959;
- (b) that interdepartmental co-ordination necessary in taking over any airfield should be arranged through the D.E.W. Line Co-ordinating Committee;
- (c) that the D.O.T. should negotiate directly with the United States regarding taking over D.E.W. airstrips and recommended that the take-over of the airfields at Tuktoyaktuk and Hall Lake be given a higher priority than that at Cape Parry.

VI. General Bathymetric Charts of Northern Seas (Confidential)

42. The Secretary reported that the Department of National Defence wished to study the implications of declassifying northern hydrographic information in more detail and had asked that this item be held over.

(Secretary's memorandum Document ND-248 dated October 10, 1958).

43. The Committee agreed that this item be considered at the next meeting.

VII. Report on the Whitehorse Escarpment Study (Unclassified)

44. The Chairman reported that the Forestry Branch had completed a study of measures to rehabilitate the Whitehorse escarpment and the Department of Public Works was carrying out a test boring programme. The condition of the escarpment was a serious and urgent problem in White-horse.

(Secretary's memorandum Document ND-250 dated October 10, 1958).

45. Mr. Legget said the test boring would be completed in two or three weeks and a complete report, including a history of the development of the problem, recommendations on measures to overcome it, and estimated costs, would be ready by the end of the year. All indications were that rehabilitation and some movement of buildings would be recommended.

46. Mr. Baldwin said a token sum for improved drainage of the airfield and movement of buildings would be included in the D.O.T. estimates.

47. The Committee noted the report on the Whitehorse escarpment.

VIII. Communications in the Yukon and Northwest Territories (Confidential)

48. The Chairman reported that the Northern Communications Sub-Committee had considered the C.N.T.'s proposals for communications in the Yukon Territory. The Department of Transport had asked for the Committee's views on the payment of subsidies for northern communications developments.

(Secretary's memorandum Document ND-252 dated October 10, 1958).

49. Mr. Baldwin said the Governor-in-Council had now approved the purchase of the Yukon Telephone Company by C.N.T. C.N.T. were expected to request an annual subsidy of \$75,000 a year for a period of five years, since revenue would not cover expenses during the initial years. C.N.T. and Alberta Government Telephones had both offered to provide greatly improved communications to the southern part of the Mackenzie District and Uranium City. These proposals would involve subsidies of \$250,000 a year for five years and \$2,000,000 respectively. The government's policy was to discontinue subsidies to provinces, but conditions in the Territories were different and would appear to justify seeking approval to provide financial assistance. The D.O.T. was proposing to include them in their estimates.

50. Mr. Steele enquired whether subsidies would entail redefining the federal/territorial financial agreements.

51. Mr. Robertson said a subsidy from the territorial government would not be practicable.

52. Mr. MacNeill considered it would be advantageous to induce commercial companies to operate in the Territories by financial assistance in the initial stages. The Yukon proposal appeared reasonable but the amounts requested for the Mackenzie District seemed high.

53. Commissioner Nicholson suggested that long-term plans for communications should be prepared, taking into account developments which might be expected in the north.

54. The Secretary reported that the plans of the companies were being based on the plans for road development.

55. The Committee recommended that approval be sought for financial assistance to commercial communications developments in the Yukon and Northwest Territories.

IX. Discussions Between the Defence Research Board and the Department of Transport Regarding the Possible Use of D.O.T. Ships in Connection with Scientific Activities and Exploration in the Arctic (Confidential)

56. Mr. Baldwin said he wished to raise a number of points regarding the operation of Canadian government ships in the Arctic, especially on scientific work.

(a) When the Department of Transport had taken over H.M.C.S.

“Labrador” it was intended that scientific exploration and research should be assisted whenever this was compatible with the ship’s other duties, and this had been discussed with the Defence Research Board. Possibly the “Labrador” might stay in the north for two months after the end of the shipping season, and a smaller vessel might be employed during the shipping season on special scientific work in Hudson Bay. A number of departments might be interested in the scientific work which could be carried out. There appeared to be a need for some co-ordinating authority in order to make the fullest use of the ships and to decide what scientific equipment should be put on board. In the meantime the Defence Research Board had agreed to continue this responsibility.

- (b) Plans for other scientific vessels in the north were being considered. Marine operations in the Arctic were specialized and there might be advantages in a single organization, such as the Department of Transport, becoming responsible for the technical operation of all northern Canadian government vessels, though not of course for their scientific programmes.
- (c) The Department of Transport had been considering whether a nuclear-powered icebreaker should be built. There were certain advantages, especially in the long range and the experience it would provide in nuclear-powered ships, but the cost would be high. A special ship for exploration and research in the north might prove a more profitable investment.

57. Mr. Harwood said that when H.M.C.S. “Labrador” was a naval vessel the Defence Research Board had assumed responsibility for co-ordinating her scientific programme. Representatives of the scientific agencies concerned had attended a meeting each year at which the Navy outlined the operational plans of the vessel for the next season. The scientists had then stated their needs and an integrated programme was worked out. Similar arrangements could now be made by D.O.T., but it would be more difficult to fit in a scientific programme during the shipping season owing to the nature of the ship’s other duties and her smaller complement. The use of the ship for some weeks at the end of the season and the provision of a smaller vessel for work throughout the season in Hudson Bay, which was now less well known than the seas to the north, could be extremely valuable.

58. Mr. MacNeill mentioned the work of the Interdepartmental Committee on Air Surveys which co-ordinated all government requirements and arranged for the necessary photography.

59. Mr. Robertson said that there was a Research and Development Sub-Committee of the A.C.N.D. Departments with responsibilities for scientific work in the north were represented on this sub-committee which might become more active. The Secretary, in consultation with the agencies most concerned, might prepare a paper for the Committee on the co-ordination of scientific research in the north, recommending what measures appeared necessary.

60. Mr. Legget referred to the Arctic Research Advisory Committee of the Defence Research Board which had proved extremely useful in co-ordinating northern research in the past but which had not met for some years. During the past two years I.G.Y. activities had over-shadowed other scientific work in the Arctic but now there seemed a definite need for more co-ordination. This might be met by some means such as the Research and Development Sub-Committee.

61. General Foulkes agreed that the A.C.N.D. sub-committee should be reactivated since the Defence Research Board did not want to become involved in co-ordination of research which was not related directly to military requirements.

62. Mr. Steele referred to a brief on the ways in which the government supported research in Canada being prepared by the National Research Council for the Pricey Council Committee on Scientific and Industrial Research, and suggested that the Secretary discuss the co-ordination of northern research with Dr. Steacie.

63. Mr. Baldwin said the D.O.T. would circulate a paper now under preparation assessing the value of nuclear power for ships.

64. Mr. Robertson suggested that nuclear-powered submarines might be more useful in the development of northern Canada than nuclear-powered icebreakers. The Department of Northern Affairs and National Resources was very interested in the economic possibilities of submersible vessels, especially as tankers.

65. Mr. Harwood said that work in the United Kingdom has revealed serious practical difficulties in the design of cargo-carrying submarines. A circular section meant very large draught, but an elliptical section forfeited

much of the operating advantage over surface vessels. Hull design precluded normal hatches and winches.

66. Mr. Baldwin said an assessment of submersible vessels was beyond the scope of the Department of Transport, but the R.C.N. might be able to provide technical information.

67. General Foulkes said the R.C.N. would be willing to assist the Department of Northern Affairs and National Resources with technical advice.

68. The Committee agreed that

- (a) the Secretary should prepare a paper on co-ordination of research in the north;
- (b) the Research and Development Sub-Committee should be reactivated.

X. The Work of the Meteorological Branch of the Department of Transport in Aerial Ice Reconnaissance and Ice Forecasting (Unclassified)

69. Mr. Baldwin said the A.C.N.D. had agreed early in 1955 that the Department of Transport should develop an ice reporting and ice forecasting service within the Meteorological Division. Considerable progress had been made in taking over this work, which had previously been done by the U.S. Hydrographic Service, and the Meteorological Branch had now a number of trained observers and forecasters. This year they had been carrying out an ice observing programme in the north, and next year it was planned to include ice forecasting and to take over responsibility for ice observing in the Gulf of St. Lawrence from the Marine Services. Chartered aircraft would be used where R.C.A.F. support could not be provided.

70. The Committee noted the report on the progress of the Meteorological Branch of the Department of Transport in aerial ice reconnaissance and ice forecasting.

XI. Items of General Interest: (Unclassified)

71. The Secretary reported the following items of general interest:

(a) The Yak Experiment

The Department of Northern Affairs was hoping to build up a herd of yak so that it could be transferred to some place in the

north to determine if it could be a useful domestic animal there. A bull and two cows were brought to Ottawa last spring and a calf had since been born. This work was being carried out in consultation with the Department of Agriculture.

(b) The Chantrey Inlet Tragedies

Following the cases of starvation and exposure at Henik Lake and Garry Lake last winter, a third tragedy had been reported from the Chantrey Inlet region in the late spring. At least five deaths had occurred through starvation.

(c) U.S. Navy Blimp Operations in the Canadian Arctic

Late in July a U.S. Navy blimp flew from South Weymouth to Churchill, from Churchill to Resolute, and then over the Arctic Ocean to the ice island T-3, returning to South Weymouth. Three Canadians accompanied the party. No difficulties were experienced during the flight in the north except in handling the airship on the ground at Resolute owing to soft ground near the mast. The blimp flew at an altitude of about 700 feet above sea level and at a speed of some 45 knots. Further blimp operations were being considered for next summer.

(d) Light Aircraft Operations in the Canadian Arctic

Two very remarkable flights were carried out by light aircraft last summer in the Arctic. In both cases Piper Super-Cubs were used. Mr. W. W. Phipps of Bradley's Air Services in a wheel-equipped aircraft supported a Geological Survey party in the western Queen Elizabeth Islands. During this work between 400 and 500 landings were made. Dr. Terris Moore, a former President of the University of Alaska, flew a float-equipped aircraft from Ottawa to Resolute and then to Eureka and Lake Hazen. Here he made a number of flights on behalf of the D.R.B. I.G.Y. station, including one to Ward Hunt Island. He returned to Ottawa via Resolute, Cambridge Bay, Coppermine, and Fairbanks, Alaska. Both operations were completed without incident.

(e) Nuclear-Powered Submarine Operations in the Polar Basin

Early in August the U.S. Navy nuclear-powered submarine "Nautilus" sailed submerged under the polar pack from the Bering Straits to Denmark Strait, passing through the North Pole.

Another U.S. nuclear-powered submarine, the “Skate”, also operated in August in arctic waters under the pack ice of the Polar Basin and surfaced in the vicinity of the Pole.

Mr. Harwood referred to the accuracy of an account of the voyage of the U.S.S. “Nautilus” in the Saturday Evening Post. The inertia navigation system had proved extremely successful.

(f) Air Photography of the Arctic Archipelago

Mr. Gamble reported that the air photography of the Arctic Islands was proceeding very well. In the first year of a programme expected to last five years, over 45% of the area had been covered. The programme might now be completed in three years.

The Committee noted the items of general interest.

XII. Other Business

72. There was no other business.

XIII. Date of Next Meeting

73. The Committee agreed to meet at 2:30 p.m. on Monday, November 24, 1958, in the Privy Council Committee Room, East Block.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
October 30, 1958.

49. The forty-ninth meeting of the Committee was held at 2:30 p.m. on Monday, November 24, 1958, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.

Mr. A. Laframboise, representing the Secretary to the Cabinet.
Mr. R.G. MacNeill, representing the Deputy Minister of Finance.
Mr. S.G. Gamble, representing the Deputy Minister of Mines and Technical Surveys.
Mr. J.E. Devine, representing the Deputy Minister of Transport.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Commodore J.C. Littler, representing the Deputy Minister of National Defence.
Supt. H.A. Larsen, representing the Commissioner of the R.C.M. Police.
Mr. F.T. Davies, representing the Chairman, Defence Research Board.
Mr. R.F. Legget, representing the President of the National Research Council.
Mr. L.L. Brown, representing the Deputy Minister of Citizenship and Immigration.
Dr. H.A. Procter, representing the Deputy Minister of National Health and Welfare.
Mr. J.J. McCardle, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

W/C N. C. Brown, Department of National Defence.
Mr. G.Y. Loughhead, Department of National Defence.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Dr. N. L. Nicholson, Department of Mines and Technical Surveys.
Mr. C.M. Brant, Department of Transport.
Mr. J.S. Scott, Department of Northern Affairs and National Resources.

I. Business Arising from the Minutes of the 48th Meeting:

(a) U.S.A.F. Refueling Bases (Secret)

1. W/C Brown reported that working agreements between the U.S.A.F. and R.C.A.F. for Frobisher, Churchill, Cold Lake, and Namao were about completed. Progress at the four bases had been as follows:

(i) Frobisher

2. All shipping ceased on 15 October. C.A. Pitts Limited had shipped in some 8,000 tons of material and had made good progress with preliminary work. Carter Construction Company had brought in most of their equipment and would begin work on the runway next spring.

(ii) Churchill

3. The contractors for Phase I structures were moving the R.C.A.F. construction camp from Bird to Churchill and had begun pile setting.

4. The contract for Phase II structures had been awarded to Bird Construction Company at approximately \$1,000,000.

5. The runway contractors were investigating sources of aggregate and sand.

(iii) Cold Lake

6. The apparent low bidder for the structural steel for buildings was C.W. Garry Limited of Edmonton at approximately \$174,000.

7. The contract for structures had not yet been awarded.

(iv) Namao

8. The apparent low bidder for structural steel for buildings was the Steel Weld Machine Company Limited at approximately \$180,000.

9. The apparent low bidder for structures was W.C. Wells Construction Company Limited at approximately \$2,850,000.

10. The apparent low bidder for runway extension to 14,000 ft. and associated runway work was the Mannix Company Limited at approximately \$4,220,000.

(b) BMEWS Communications (Secret)

11. Mr. Loughead reported that the Cabinet had given approval in principle to the establishment of BMEWS communications facilities in Canada. The United States had been advised and an exchange of notes was being prepared.

12. The R.C.A.F. was planning to take over operational control of the D.E.W. Line in Canada from the U.S.A.F. on 1 February, 1959. U.S.A.F. officers would be replaced by R.C.A.F. officers apart from one U.S.A.F. officer for liaison duties at each main station. Contractual arrangements for operation and maintenance of the line would not be affected.

13. At stations in Canada all employees in most categories were Canadian. Several Canadians were employed in supervisory positions in the Alaskan sector.

14. Modification and repair of D.E.W. facilities in Canada in 1959 would cost about \$1,750,000 for construction and \$3,000,000 for materials. The work was mainly replacement of facilities which had been in use during the construction phase and would be carried out as normal maintenance under the terms of the D.E.W. agreement and in accordance with administrative procedures worked out with the Department of Defence Production and Defence Construction Limited.

15. A meeting of the D.E.W. Co-ordinating Committee would be held early in December to discuss D.O.T. plans for taking over certain D.E.W. airfields and the ways in which these would affect departments.

16. Mr. McCardle said that the Canadian reply to the U.S. letter requesting permission to establish BMEWS communications facilities in Canada had been delayed owing to a legal point. A clause in the D.E.W. Line agreement had required rates of pay and working conditions to beset under the Canadian Fair Wages and Hours of Labour Act. In more recent agreements this had been replaced by a general clause, but the Department of Labour had pointed out that, unless a contract was between the Canadian

government and the contractor, or conditions were specified in an inter-governmental agreement, labour conditions were a provincial matter. A clause similar to that in the D.E.W. Line agreement was therefore being added to specify these conditions.

17. The Canadian reply also drew attention to a reference in the U.S. letter to a future need for additional sites in Canada for ballistic missile counter-measures, requested that Canada be kept informed of current U.S. planning, mentioned the importance of Canadian participation in both planning defence measures and production of military equipment, and suggested that the subject should be treated in a separate exchange of correspondence at the same time as the exchange of notes on the establishment of BMEWS communications facilities.

18. Mr. Sivertz mentioned the need for transient accommodation at certain D.E.W. airfields and the possibility that private operators would be interested if they could also be licensed to serve liquor. This might be considered by the Administration Sub-Committee.

19. Mr. Robertson said the issue of additional liquor licenses could have wide repercussions. The Department of Northern Affairs and National Resources would therefore examine the policy implications further before referring the matter to the Advisory Committee on Northern Development.

20. The Committee noted the report on the establishment of BMEWS communications.

II. General Bathymetric Charts of Northern Seas (Confidential)

21. Mr. Robertson explained that the International Hydrographic Bureau had asked the Canadian Hydrographic Service to prepare bathymetric charts on a scale of 1:1,000,000 of the ocean north of 72° N. and west of Longitude 0 to 180°. These would have to be unclassified, but hydrographic charts north of 71° N. were at present restricted. Preparation of these charts would therefore depend on whether there were valid security objections to their publication.

(Secretary's memorandum Document ND-248 dated October 10, 1958).

22. Commodore Littler said hydrographic charts were normally passed to D.N.I. for deletion of classified information. Owing to the small scale of the proposed charts there might be no objection to their publication.

23. General McNaughton suggested that the matter should be referred to the Chairman, Chiefs of Staff.

24. The Committee agreed that the Secretary should determine through the Chairman, Chiefs of Staff

- (a) whether there was any general policy on classification of hydrographic data in the north;
- (b) whether there would be any security objection to the preparation of the small-scale bathymetric charts requested by the International Hydrographic Bureau;
- (c) how these charts should be cleared for open publication.

III. 1958 Sea Supply of the D.E.W. Line (Confidential)

25. Mr. Robertson referred to the successful completion of the sea supply operations for the D.E.W. Line.

(Secretary's memorandum Document ND-253 dated November 3, 1958).

26. Mr. Devine reported that the Department of Transport would shortly arrange with the United States to take over the sea supply of all U.S. stations in Baffin Island including the BMEWS station at Cape Dyer, the loran station at Cape Christian, and probably the PINETREE station at Frobisher. The annual review with the United States of the Northern Transportation Company's operation would be held on December 3, when plans for 1959 would be considered. There were indications that the U.S.A.F. would no longer accept a diesel fuel which did not meet a pour point specification of -70° F. This would preclude the use of Normal Wells oil. Normal Wells oil had proved satisfactory at the sites in the vicinity of the Mackenzie Delta, but the United States considered that lower temperatures would occur further east.

27. General McNaughton referred to the complete satisfaction expressed at the P.J.B.D. by the U.S. representatives at the efficiency of the Canadian supply operations. The development of the Norman Wells field, the Mackenzie River route, and the facilities at Tuktoyaktuk to meet D.E.W. requirements and the contribution of our icebreaker to support the operation in the Western Arctic were major undertakings, and any move to use other sources of supply should be strongly resisted.

28. Mr. Robertson said that discontinuing supply from Norman Wells would have far-reaching effects in the Mackenzie Valley. Norman Wells oil had been used for many years in areas where recorded extreme low temperatures were lower than those at any D.E.W. site. The United States should be asked to provide a detailed statement of their requirements before any change could be considered.

29. Mr. Legget suggested that the technical services of the National Research Council could advise on the suitability of Norman Wells oil.

30. The Committee noted the report on the 1958 sea supply of the D.E.W. Line, and agreed that no change involving discontinuing the use of Norman Wells oil should be accepted without a thorough investigation including a convincing explanation as to why Norman Wells oil was unsuitable.

IV. Activities of the Rand Corporation in the Canadian North (Confidential)

31. Mr. Robertson explained that members of the Department of Geography at McGill University had been carrying out field investigations of conditions in northern Canada for the Rand Corporation, which was acting on behalf of the United States Air Force. In the past difficulties had frequently resulted when U.S. military agencies had commissioned intelligence studies in Canada, and this had led to the establishment of a procedure designed to control such activities by requiring a formal submission through diplomatic channels. In the case of the Rand studies this procedure had not been followed until this year, when the United States had requested permission for the Rand field work only a few days before it was due to begin. Permission had been given for this year, but the Department of Northern Affairs and National Resources had requested that the whole matter be reviewed and the policy established with regard to any similar request in the future, and to the publication of reports resulting from work already carried out. The basic point was whether the Rand Corporation should be allowed to conduct these studies in Canada or whether it should be made clear that studies required for military purposes should be made under Canadian auspices.

(Secretary's memorandum Document ND-254 dated November 18, 1958).

32. General McNaughton said this type of problem had been discussed at the P.J.B.D. The preparation of such studies, which might contain incomplete or out-of-date information, could be prejudicial to Canadian interests. It was essential to follow the procedures agreed at the P.J.B.D.

33. Mr. McCardle reported that last year the Department of External Affairs had written to the United States drawing attention to the fact that the agreed procedure had not been followed in the case of the Rand studies. The United States had explained that the U.S.A.F., although paying all costs, allowed the Rand Corporation freedom in determining what investigations they should carry out in their studies of missile counter-measures. The Rand Corporation had reported that its studies were carried out in co-operation with the Geographical Branch. For this year's fieldwork the correct procedure had been followed although permission had not been sought until a very late date. The United States had recently requested permission to declassify the studies prepared by the Rand Corporation.

34. Dr. Nicholson explained that the Geographical Branch had shared field expenses with certain McGill geographers, and had assisted them in other ways, but had not been aware that the Rand Corporation was an agent of the U.S.A.F.

35. Mr. Rowley said the Rand reports were intended for use in military planning. Some of them appeared to deal in fairly general terms with the geography of certain areas of north Canada, while others were concerned with the application of this information to such problems as determining sites for airfields in specific parts of Canada.

36. Mr. Robertson considered the publication of the Rand reports could be politically embarrassing, especially if it were indicated in any way that the work was carried out on behalf of U.S. military agencies. No mention had been made of U.S. military sponsorship in the applications for Scientists and Explorers Licences.

37. Mr. Legget suggested that Canadian universities might be advised of the undesirability of studies being carried out directly for U.S. military agencies.

38. The Committee agreed that the Secretary should consult the Department of External Affairs to determine whether any additional fieldwork was likely in connection with the Rand studies, and the arrangements the United States proposed regarding publication, and recommended that a decision on declassifying any of the Rand reports be delayed until this information had been obtained.

V. Annual Report on Government Activities in the North (Unclassified)

39. Mr. Robertson said the Secretariat would shortly begin to prepare the annual report for 1958 on government activities in the north. It was

proposed to follow the same form as the 1957 report unless members would like any changes.

(Secretary's memorandum Document NC-255 dated November 18, 1958).

40. The Committee agreed that the report for 1958 should follow the same form as the 1957 report.

VI. Items of General Interest

41. The Secretary reported the following items of general interest:

(a) U.S. I.G.Y. Station Alpha (Unclassified)

42. During the first week of November the ice floe in the Polar Basin on which the U.S. I.G.Y. station ALPHA had been in operation for the past year split in two during a storm, separating the camp from the airstrip. The party of twenty was rescued by air. The station at the time was at approximately 85° N, 122° W.

(b) Resettlement of Keewatin Eskimos (Unclassified)

43. Owing to transportation difficulties the plans to resettle a group of Caribou Eskimos from the District of Keewatin at Whale Cove could not be carried out. It proved possible to land most of the supplies near Rankin Inlet and the experimental resettlement was being established there for the time being. Construction of housing was in progress.

(c) Christmas Air Drop (Unclassified)

44. Christmas air drops to settlements in the north were beginning late in November, using two C-119 aircraft. The flights were early this year in order to take advantage of the full moon.

(d) The Russians in the Arctic (Unclassified)

45. The Russians in the Arctic, a book by Dr. Terence Armstrong of the Scott Polar Research Institute, had recently been published. It was a short and very readable account of recent Russian exploration and development in the north, based on a detailed knowledge of unclassified sources.

Mr. Robertson reported the following items of general interest:

(e) Government Roads Policy in the North (Confidential)

46. A programme for the development of roads in the Yukon and Northwest Territories during the next few years had been submitted to the Cabinet. The Cabinet had approved the first year's programme in principle and had referred the remainder of the programme to the Cabinet Committee on Natural Development. There had not been an opportunity to refer this programme to the Advisory Committee on Northern Development before submission to the Cabinet as the Treasury Board had wanted to consider it with the estimates of the Department of Northern Affairs and National Resources. The programme would be circulated to members before the next meeting, when there would be an opportunity to discuss it.

(f) The Great Slave Lake Railway (Confidential)

47. The controversy as to the route of the Great Slave Railway had delayed any progress. The railways favoured a route from Waterways but there was strong pressure from the Peace River District for a route from Grimshaw. The government had asked the railways to prepare a summary of their report in a form suitable for public release. This might pave the way for a decision to be made, presumably in favour of the route from Waterways.

48. The Committee noted the items of general interest.

VII. Other Business

(a) Rehabilitation of the Whitehorse Escarpment (Unclassified)

49. Mr. Legget reported that the consultants to the Department of Public Works on the test drilling at the airfield at Whitehorse had confirmed the existence of a silt layer under the sand, and had advised that considerable drainage would be needed in the centre of the airfield. The N.R.C. report should be completed by the end of January and a preliminary summary with conclusions and recommendations would be ready for consideration at the next meeting. It seemed clear that any solution of the problem would require three measures –

1. drainage of the centre of the airfield;
2. moving of some of the D.O.T. buildings;

3. rehabilitation of the escarpment as recommended by the Forestry Branch.

50. Mr. Devine said that a token sum of \$10,000 had been placed in the estimates of the D.O.T.

51. Mr. MacNeill suggested that an indication of the total cost should be available for consideration at the time of the June supplementaries.

52. The Committee noted the report on the test drilling at Whitehorse and agreed to consider the N.R.C. recommendations at the next meeting.¹⁸²

¹⁸² *Editors' note:* the minutes of this meeting were not signed, and there was no mention of a further meeting.

50. The fiftieth meeting of the Committee was held at 2:30 p.m. on Monday, January 12, 1959, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)
Major-General H.A. Young, Deputy Minister of Public Works.
General A.G.L. McNaughton, Chairman, Canadian Section, P.J.B.D.
General C. Foulkes, Chairman, Chiefs of Staff, Dept. of National Defence.
Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Mr. A. Laframboise, representing the Secretary to the Cabinet.
Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.
Mr. J.E. Devine, representing the Deputy Minister of Transport.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Mr. R.F. Legget, representing the President of the National Research Council.
Mr. F.T. Davies, representing the Chairman, Defence Research Board.
Dr. H.A. Procter, representing the Deputy Minister of National Health.
Mr. G.G.E. Steele, representing the Deputy Minister of Finance.
Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Dr. J.G. Taggart, Deputy Minister of Agriculture.
Mr. J.S. Hodgson, Privy Council Office.
Mr. G.H. Johnson, National Research Council.
F/L W. Morgan, Department of National Defence.
Mr. R.J. Sutherland, Department of National Defence.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Reports

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. F/L Morgan reported that all contracts for work at the four bases had been let with a total commitment of U.S. funds of approximately \$9,000,000 at Churchill, \$7,000,000 at Cold Lake, \$21,000,000 at Frobisher, and \$9,000,000 at Namao. It was expected that the completion dates in late 1960 would be met in all cases.

Frobisher

2. Drilling for piling had proved difficult but about 750 piles out of a total requirement of 1,800 were now in place. Imperial Oil had made good progress; the marine avfuel lines had been completed and the transfer pipelines installed to the operational apron area. Two bulk storage tanks had yet to be finished.

Churchill

3. Drilling for piling was being hampered by boulders and was behind schedule. Site clearing for the runway extension had been completed.

Cold Lake

4. The contract for structures had been awarded to MacNamara Construction at approximately \$2,930,000. The apparent low bidder for runway work was City Construction of Vancouver at approximately \$1,370,000.

5. The Secretary referred to item I(a) in the minutes of the forty-eighth meeting where it had been stated that a contract at Churchill had been let by D.O.T. This should have read D.C.L.

6. The Committee noted the report on the progress of the U.S.A.F. refueling bases in Canada.

(b) Development of Frobisher Bay (Confidential)

7. Mr. Sivertz reported that the current temporary building programme was progressing well and should be completed early in February. The programme for 1959 would include some fifty married quarters which could

not be delayed for the permanent construction programme. No decision has yet been reached on whether Public Works or D.O.T. would be responsible for this construction. Test drilling by Public Works was continuing at the permanent townsite. The D.O.T. had held discussions with the Bell Telephone Company about the provision of both local and long distance telephone service to the townsite if the company were to provide this service for U.S.A.F. requirements. It was expected that architectural and engineering consultants for the development would soon be appointed.

8. General Young referred to the difficulty in selecting the architectural and engineering consultants, who would act as a study group to consider the development and to make recommendations to the Frobisher Development Group. There had been over forty applications. To narrow the field those who were or had recently been employed on government work had been excluded. A special sub-committee of the Frobisher Development Group had selected a firm, but the Treasury Board had referred their recommendation back to the Frobisher Development Group.

9. Mr. Steele explained that the Treasury Board had considered that the Frobisher Development Group should ratify the sub-committee's choice before it was approved by the Treasury Board.

10. Mr. Legget said the consultants employed as a study group would not necessarily become responsible for design. The study period would last for a year and the consultants would report on their progress each month.

11. The Committee noted the report on the Frobisher Bay Development.

(c) Continental Shelf Expedition (Unclassified)

12. Dr. van Steenburgh reported that Dr. E. F. Roots, a geologist with extensive experience in both the Arctic and Antarctic, had been appointed to co-ordinate the Polar Continental Shelf project. Organization of the reconnaissance party was proceeding satisfactorily. It would consist of nine scientists and three air crew, and would be carried in two light aircraft. The R.C.A.F. had been asked if it could carry the party from Churchill to Resolute. This year's reconnaissance should provide information on conditions so that full-scale expeditions, involving about thirty scientists, could be planned to begin in 1960.

13. The Committee noted the report on the Continental Shelf Expedition.

II. Business Arising Out of the Minutes of the 49th Meeting:

(a) Temperature Specifications for D.E.W. Line Diesel Fuel (Confidential)

14. Mr. Devine reported that at a meeting on December 3 the U.S.A.F. had insisted on the retention of a -70 pour point specification for diesel fuel at the majority of D.E.W. sites in the Western Arctic. This would preclude the use of Norman Wells oil which could not meet this specification. Imperial Oil Company was investigating the availability of suitable oil in Alberta and negotiating for the supply of Californian oil from Richfield Oil Company, which would be shipped via Vancouver and Hay River. Californian oil would be much more expensive than Norman Wells oil. Costs per gallon would be – procurement 11¢, barge to Vancouver 1¢, rail and road to Hay River 33¢, Mackenzie River Transport 8¢.

15. Mr. Sivertz said it had been pointed out that studies covering thirty years showed that -70° F. had never been reported at any place along the D.E.W. line, and that temperatures below -40 occurred for only a very small proportion of the coldest months. Any modifications required to allow the use of Norman Wells oil would be minor in nature, but the U.S.A.F. had refused to consider modifying their installations.

16. General McNaughton considered it important to continue the use of Norman Wells oil which did not entail a long supply line. This subject would be raised at the forthcoming meeting of the P.J.B.D. to ensure that it was carefully re-examined. Details of the expenditures made in connection with the supply of D.E.W. oil from Norman Wells and information on the proportion of Norman Wells oil used on the D.E.W. line should be available at the meeting.

17. Commissioner Nicholson questioned the advisability of importing U.S. oil at a time when restrictions were being placed on the import of Canadian oil to the United States.

18. The Committee

- (a) noted that the use of Norman Wells oil on the D.E.W. line would be raised at the P.J.B.D. and
- (b) agreed that Mr. Devine should furnish General McNaughton with details of expenditures in connection with the supply of Norman Wells oil, and the proportion of Norman Wells production used on the D.E.W. line.

(b) Rehabilitation of the Whitehorse Escarpment (Confidential)

19. Mr. Legget reviewed the Whitehorse escarpment problem and presented the conclusions and recommendations of the study carried out by the National Research Council. The full report would be completed shortly and it was proposed to issue it in the form of an internal report of the Building Research Division marked "Not for publication". Copies would be circulated to members through the Secretariat. It would be of scientific interest if a pipe could be installed near the centre of the airfield to observe any fluctuations in the water level in an apparent depression in the sub-surface silt.

(Secretary's memorandum Document ND-261 dated January 9, 1959).

20. Mr. Robertson said the estimated cost of rehabilitating the escarpment was considerably less than had been feared. The erosion had been caused by the construction of the airfield and was not of local origin. It was a source of loss to the community and it seemed clear that the federal government should remedy the situation. It did not appear necessary to refer the matter to the Cabinet. The measures which should be taken immediately were in the airfield area and presumably therefore the responsibility of the Department of Transport. Other departments might participate later in measures necessary outside the protective fence recommended in the N.R.C. report.

21. General Young agreed with the recommendations of the report. There should be no difficulty in installing the observation pipe suggested by Mr. Legget.

22. Mr. Steele said that the cost of the measures necessary this year could be included in the supplementary estimates of the Department of Transport.

23. The Committee

- (a) noted the conclusions and recommendations of the N.R.C. study;
- (b) concurred in the recommendations;
- (c) agreed that the full report should be prepared as an internal report of the Building Research Division and circulated to members through the Secretariat;

- (d) agreed that it was unnecessary to refer the matter to the Cabinet;
- (e) recommended that the Department of Transport make provision in their supplementary estimates for the immediate measures recommended in the N.R.C. report;
- (f) thanked Mr. Legget and Mr. Johnson for their careful and detailed study of the problem.

III. Development Road Program in the Yukon and Northwest Territories (Confidential)

24. The Chairman reported that the program for 1959-60, as appended to the Cabinet memorandum, had been modified with a reduction of about \$1,000,000 in the estimated expenditure in each territory. In the Northwest Territories reconstruction of the Mackenzie Highway had been deferred except for surveys in connection with possible relocations, and work on the Marian River road reduced. In the Yukon Territory surveys for the roads from Ross River to Watson Lake and Carmacks had been deleted. Reports on the program would be made to the Committee from time to time.

(Secretary's memorandum Document ND-257 dated December 1, 1958).

25. The Committee noted the report on the development road program in the Yukon and Northwest Territories.

IV. Aid to Agricultural Development in Yukon Territory (Confidential)

26. The Chairman reported that both the Yukon Territorial Council and the Interdepartmental Committee on Northern Agriculture had suggested a study of the agricultural potential of the Yukon Territory which might lead to measures to assist agricultural development. The government would undoubtedly require a detailed study before considering the provision of financial aid. It had been suggested that

- (a) the Department of Agriculture and the Committee on Northern Agriculture might be requested to prepare a report on the agricultural potential of the Yukon and measures of assistance that might be considered, together with the cost and possible value of such assistance;

- (b) the Committee on Northern Agriculture might be asked to comment on the resolution of the Yukon Council and to prepare recommendations thereon;
- (c) the reports arising from (a) and (b) might be considered by the A.C.N.D. and recommendations prepared for submission to the Cabinet.

(Secretary's memorandum Document ND-262 dated January 7, 1959).

27. Dr. Taggart doubted whether the agricultural potential of the Yukon Territory was sufficient to warrant financial aid. Historically in Canada the development of agriculture had preceded that of other resources, but in the north agricultural conditions were far less favourable. Some local agriculture might be expected in time, but only after the development of other resources, such as minerals, had become well established. The proposed study by the Committee on Northern Agriculture and the Department of Agriculture would be useful in providing concrete information on which to base any recommendations.

28. The Committee agreed that the Department of Agriculture and the Committee on Northern Agriculture should be requested to prepare a report on the agricultural potential of the Yukon and measures of assistance that might be considered, together with the cost and possible value of such assistance.

V. Co-ordination of Research in the North (Unclassified)

29. The Chairman referred to the report prepared by the Secretary, in consultation with the departments concerned, on the co-ordination of research in the north. If the report were accepted by the Committee, he suggested that Dr. van Steenburgh might become Chairman of the Scientific Research Sub-Committee.

(Secretary's memorandum Document ND-260 dated January 7, 1959).

30. Dr. van Steenburgh agreed to chair the sub-committee provided Mr. Rowley would be responsible for the Secretariat. The sub-committee would probably meet about twice a year.

31. Mr. Rowley referred to the recommendation of the ad hoc committee that the deputy ministers of Fisheries and Agriculture become members of the Advisory Committee on Northern Development.

32. Commissioner Nicholson said the departments of Fisheries and Agriculture both had considerable interest in the north and should be represented.

33. The Committee

- (a) approved the report of the Secretary on the co-ordination of research in the north;
- (b) agreed that Dr. van Steenburgh should be Chairman of the Scientific Research Sub-Committee and
- (c) that the deputy ministers of Fisheries and Agriculture should be invited to become members of the Advisory Committee on Northern Development.

VI. Items Circulated for Information

(a) Report on a Flight in the Canadian Arctic in a Float-Equipped Piper Supercub (Unclassified)

34. The Secretary explained that a number of requests had been received for information on Dr. Moore's flight. His report had therefore been reproduced and circulated with the agenda.

(Secretary's memorandum Document ND-257 dated December 1, 1958).

35. The Committee noted with interest Dr. Moore's report on a flight in the Canadian Arctic in a float-equipped Piper Supercub.

(b) The North Polar Memorial Expedition (Unclassified)

36. The Secretary said information on the North Polar Memorial Expedition had been circulated with the agenda because, if this expedition were mounted, it would probably attract considerable attention.

(Secretary's memorandum Document ND-259 dated January 6, 1959).

37. Mr. Davies enquired whether the Canadian government would become involved in any search and rescue operations which might become necessary.

38. General Foulkes said the Department of National Defence was concerned with the increasing scale of search and rescue operations which they had to undertake in the north. Some measure of control appeared necessary to ensure that expeditions were properly equipped and directed.

39. The Secretary stated that the application for Canadian permission for this expedition had been received through the U.S. Embassy and the accompanying plans had included U.S.A.F. air support.

40. Mr. Tovell said that in replying to the United States mention could be made of U.S. responsibility for air support.

41. The Committee noted the report on the North Polar Memorial Expedition.

(c) Gazeteer of the Yukon and Northwest Territories (Unclassified)

42. The Secretary reported that the provisional Gazeteer of the Yukon and Northwest Territories had been published by the Canadian Board on Geographical Names.

(Secretary's memorandum Document ND-258 dated December 4, 1958).

43. The Committee noted the publication of the provisional Gazeteer of the Yukon and Northwest Territories.

VII. Items of General Interest – (Unclassified)

44. The Secretary reported the following items of general interest:-

(a) Annual Joint Arctic Weather Stations Meeting

The preliminary meeting of the Canadian officials would be held on February 10 with the annual meeting with the United States representatives on February 12, 1959.

(b) Meeting of the Council of the Northwest Territories

The first 1959 session of the Council of the Northwest Territories would begin on January 26 in the Board Room of the Department of Agriculture.

45. The Committee noted the items of general interest.

VIII. Other Business

(a) Operational Control of the D.E.W. Line (Confidential)

46. General Foulkes reported that an announcement would soon be made that the R.C.A.F. was taking over the operational control of the D.E.W. line. R.C.A.F. officers would replace U.S.A.F. officers now stationed on the line but the relations with the contractors would not be affected and there would be a U.S.A.F. officer at each main station for liaison with the Federal Electric Company. Approximately twenty R.C.A.F. officers would be involved.

47. The Committee noted that the R.C.A.F. would shortly takeover the operational control of the D.E.W. line.

(b) Civilian Operation of Certain D.E.W. Line Airstrips

48. Mr. Devine reported that in its plans for taking over the Cambridge Bay airstrip in 1959 the D.O.T. had considered that the civilian requirement for aviation gasoline was not yet sufficient to justify their taking over its supply. In discussions with other departments however it had been suggested that it was undesirable for the supply of fuel to civilian aircraft to remain a D.E.W. line function. There was some possibility that Cambridge Bay might be used in connection with transpolar commercial flights. The D.O.T. would not be taking over the operation of the Tuktoyaktuk airstrip this year, and a suggestion had therefore been made that the Department of Northern Affairs and National Resources might establish transient accommodation and a fuel cache.

49. General McNaughton suggested that the supply of aviation gasoline at Cambridge Bay might remain a D.E.W. responsibility for the time being since the requirement was predominantly military.

50. Mr. Robertson considered that arrangements for fuel supply might be reviewed after the D.O.T. had taken over the operation of the airfield.

51. The Committee agreed that

- (a) the supply of aviation fuel at Cambridge Bay should for the time being remain a D.E.W. responsibility;
- (b) the use made of Tuktoyaktuk by commercial aircraft should be determined, and the departments of Transport and of Northern Affairs and National Resources should then discuss the possibility of establishing transient accommodation and a fuel cache and report back to the Committee.

IX. Date of Next Meeting

52. The Committee agreed to meet in the Privy Council Committee Room, East Block, on Monday, February 23, 1959, at 2:30 p.m.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
January 20, 1959.

51. The fifty-first meeting of the Committee was held at 2:30 p.m. on Monday, February 23, 1959, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Commissioner L.H. Nicholson, Royal Canadian Mounted Police.

Major-General H.A. Young, Deputy Minister of Public Works.

Mr. G.R. Clark, Deputy Minister of Fisheries.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. G.G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. J.E. Devine, representing the Deputy Minister of Transport

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Commodore J.C. Littler, representing the Chairman, Chiefs of Staff.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Mr. H.B. Dickens, representing the President, National Research Council.

Mr. C.I. Fairholm, representing the Deputy Minister of Citizenship and Immigration.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. A. Laframboise, Privy Council Office.

Mr. F.A.G. Carter, Department of Northern Affairs and National Resources.

Mr. T. Harwood, Defence Research Board, Department of National Defence.

S/L D.J. Forrest, Department of National Defence.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Reports

(a) BMEWS Communications (Secret)

1. Commodore Littler reported that work was proceeding on the switching centre at Cape Dyer. A contract had been awarded to the Foundation Company for a cable building. A cable had been laid between Thule and Cape Dyer in 1958 and the second cable would be laid in 1959. A proposal that Canadian Overseas Telecommunications Corporation should lay and operate the twin cable south from Cape Dyer to Newfoundland was being considered.
2. On the D.E.W. line it was planned that there would be twenty R.C.A.F. officers at the main stations by June 1. A meeting between the Department of Transport and the U.S.A.F. had been held at Paramus, N.J., on February 20 to discuss taking over the airstrip at Cambridge Bay. The contract for building maintenance and replacement on the D.E.W. line was expected to be let in about a month. The 1959 air transportation contracts were under discussion with the U.S. authorities. The D.O.T. proposals for the sea supply of the Baffin Island stations in 1959 had been accepted by the United States.
3. Mr. Steele said the proposal that C.O.T.C. be responsible for the cable between Cape Dyer and Newfoundland had been referred to the Treasury Board for guidance on the method of financing to be adopted, and particularly whether a capital provisioning charge should be sought in negotiations with the United States. The Treasury Board had decided that the United States should be asked to make some capital contribution towards the cost of the cable.
4. The Committee noted the report on BMEWS communications.

(b) Development of Frobisher Bay (Unclassified)

5. General Young reported that the consultants for Frobisher had been appointed. They had met last week with the Design Control Committee of the Frobisher Development Group when their terms of reference for a planning study had been explained.
6. The Committee noted the report on the development of Frobisher.

II. Business Arising Out of the Minutes of the 50th Meeting:

(a) Temperature Specifications for D.E.W. Line Diesel Fuel (Confidential)

7. Mr. Devine reported that the Imperial Oil Company could supply diesel fuel to meet the -70 pour point specification at Edmonton. The United States had agreed to purchase this for their 1959 requirements for shipping to the D.E.W. stations in the Western Arctic. The company now believed that by 1960 diesel fuel to meet this specification could be produced at Norman Wells. Cost of the Edmonton oil would be about 30¢ per gallon f.o.b. Hay River, compared with 45¢ for California oil. Shipment down river would add 8¢ giving a cost of 38¢ at Norman Wells, compared with about 30¢ in 1958 for Norman Wells oil. Total D.E.W. freight tonnages in the Western Arctic was estimated to be 20 to 25% less than last year and the operation ex Tuktoyaktuk would probably therefore be undertaken with three ships instead of four.

8. The Committee noted that the Imperial Oil Company would supply diesel fuel to meet D.E.W. line specifications at Edmonton this year and might be able to meet this specification at Norman Wells by 1960.

(b) Committee Membership (Unclassified)

9. The Chairman reported that, as agreed at the last meeting, the deputy ministers of Fisheries and Agriculture had been invited to become members of the Committee, and had accepted.

10. The Committee noted that the deputy ministers of Fisheries and Agriculture had accepted membership of the Committee.

III. Report of the Construction Sub-Committee

(a) Federal Government's Proposed Building Programme for Northern Canada 1959-60 (Unclassified)

11. General Young referred to the federal government's proposed building programme for northern Canada 1959-60. Responsibility for supervising construction at each settlement had been allocated by the Construction Sub-Committee, which had considered the programme in detail.

(Secretary's memorandum Document ND-263 dated February 18, 1959).

12. The Committee noted the federal government's proposed building programme for northern Canada 1959-60.

(b) Report of the Chairman (Confidential)

13. General Young reported that the Construction Sub-Committee had agreed that the departments of Agriculture, National Health and Welfare, Mines and Technical Surveys, and Citizenship and Immigration should be represented on the Sub-Committee. They had also considered whether mechanical equipment in the north should be standardized and had concluded

- (a) that complete standardization was not practicable;
- (b) that the present purchasing procedures were sufficiently flexible to allow particular makes of vehicles to be specified provided a sufficiently strong case could be presented to the Treasury Board;
- (c) that each department should maintain an inventory of all their vehicles and mobile equipment by settlements with general information, but not detailed records, of the performance of this machinery.

In considering the construction programme for 1959-60, the Sub-Committee had recommended that the policies guiding the Sub-Committee be summarized and reaffirmed by the A.C.N.D.

(Secretary's memorandum Document ND-264 dated February 18, 1959).

14. Mr. Robertson, in referring to the Secretary's document, said the policy had been laid down that complete responsibility for government housing was assigned to the Department of Public Works at Whitehorse, Fort Smith, Inuvik, Churchill, and Yellowknife. Elsewhere presumably the department with the largest construction programme would normally be responsible for construction.

15. Commissioner Nicholson enquired whether any change was implied in the policy that the R.C.M. Police were responsible for housing in R.C.M. Police compounds.

16. General Young confirmed that the dominant policy was intended to be that the department with the largest construction programme at a settlement would normally be responsible for supervising construction there, and that the Department of Public Works would not normally be responsible for special purpose housing. It was recognized that in the north

there were often special reasons, such as providing training for Eskimos and Indians, for using day labour for construction, and certainly no rigid formula as to its use was feasible. However, the amount of construction by day labour appeared high, especially in the case of the Department of Northern Affairs and National Resources. The Sub-Committee had also been somewhat concerned at the amount of road construction being carried out by departments other than Public Works. Construction contracts could include a clause requiring the use of local labour. Contractors who attempted to evade this requirement could be blacklisted and this would be supported by the Canadian Construction Association.

17. Mr. Robertson said that the training and local employment possibilities presented by day-labour operations were often very important for the Department of Northern Affairs and National Resources. Contractors could not normally be relied on to do as much in this way as the department could. Moreover, in the case especially of small contracts in remote localities, day labour made substantial economies possible. The school project at Old Crow was a classic case in point. He was glad to note General Young's feeling that no rigid rule or formula should be attempted. He would be very glad, in any cases of doubt, to have the Department of Northern Affairs and National Resources discuss particular cases with Public Works if it was thought that contracts could better be used. The only road construction being carried out by the Department of Northern Affairs and National Resources was of a comparatively minor nature, using their own equipment in the Wood Buffalo Park area. Major roads there were all under the Department of Public Works.

18. Mr. Steele said that government contract regulations provided that tenders should be called for construction unless, in the opinion of the minister concerned, day labour would be cheaper.

19. Dr. van Steenburgh referred to the policy that the major user of power would be responsible for meeting the requirements of other federal departments. The Department of Mines and Technical Surveys was establishing small stations at Mould Bay and Alert and their power needs might possibly be met by D.N.D. or D.O.T.

20. Mr. Robertson said the Department of Northern Affairs and National Resources would require power at Resolute, which might be supplied by the Department of Transport.

21. The Committee

- (a) noted the report of the Chairman of the Construction Sub-Committee;
- (b) agreed that the policies guiding departments and the Sub-Committee might be restated in somewhat the following terms:
 - (1) Responsibility for supervision of construction at each northern settlement each season will whenever practicable be allocated by the Sub-Committee to a single department at an annual review of the proposed federal building programme. The department will normally be that with the largest construction programme at the settlement concerned for that season.
 - (2) The Department of Public Works is responsible for all general federal housing at Aklavik, Fort Smith, Churchill, Yellowknife, and Whitehorse.
 - (3) The major government user of power in any settlement will normally supply other government departments or agencies by mutual arrangement until such time as the total requirement has reached a point where the Northern Canada Power Commission can undertake this responsibility viz. normally when a full-time employee is required for operating and maintaining the generating equipment.
 - (4) In general construction will be carried out by contract unless this appears likely to be more expensive than by day labour because of the location or character of a project or unless there are special considerations, such as the need to provide local employment or training for Eskimos and Indians in circumstances where contract arrangements are not likely to do this effectively.
 - (5) Any major construction of roads will be undertaken by the Department of Public Works, except in the case of the Northwest Highway System.

(c) noted that the departments concerned would review the provision of power at Alert, Mould Bay, and Resolute.

IV. Facilities for Oil Exploration at Resolute (Confidential)

22. The Chairman suggested that, in view of the recent intense interest in oil exploration in the Queen Elizabeth Islands, requests for transportation to Resolute and for accommodation and services there should be anticipated. A considerable amount of traffic could be expected to pass through Resolute and some preparation should be made.

(Secretary's memorandum Document ND-265 dated February 18, 1959).

23. S/L Forrest stated that already each summer the transient facilities of the R.C.A.F. at Resolute, which amounted to some 40-50 beds, were heavily over-taxed. Additions would certainly be necessary to meet any increase in demand, but the R.C.A.F. could not easily justify this to the Treasury Board since it would not be needed for defence purposes.

24. Mr. Steele said the Treasury Board would recognize the need for some additional provision to be made at Resolute, possibly by the Department of Transport or the Department of Northern Affairs and National Resources.

25. Mr. Rowley suggested that exploration parties would be based on the islands in which they were interested, and that the traffic at Resolute would be mostly transient. Companies working on Cornwallis Island would probably establish their own permanent quarters there. A substantial requirement for low octane AV [aviation] gas at Resolute should certainly be expected. The site of Resolute had been criticized on several occasions and it seemed prudent, before any major expenditures were made at the present site, to undertake a survey to determine if there were a more suitable location.

26. The Chairman said the Department of Northern Affairs and National Resources could attempt to forecast requirements at Resolute and suggest how these might be met.

27. The Committee

(a) noted the report on facilities for oil exploration at Resolute and

- (b) agreed that the Department of Northern Affairs and National Resources should assess the probable requirements at Resolute and suggest how these requirements might be met.

V. General Bathymetric Charts of Northern Seas (Confidential)

28. Commodore Littler confirmed that the Department of National Defence had a general policy of classifying hydrographic data north of 71°N. It seemed unlikely that there would be any restriction on publishing bathymetric charts on as small a scale as 1:1,000,000 but no decision could be reached until the charts had been completed and examined.

(Secretary's memorandum Document ND-266 dated February 18, 1959).

29. Dr. van Steenburgh said the Department of Mines and Technical Surveys was reluctant to start this work, which would take approximately two years, if it might be classified on completion. Most of the hydrographic information on the charts would come from Russian reports. The work of the Polar Continental Shelf Expedition would include hydrographic soundings which could not be classified without interfering most seriously with the scientific value of the expedition.

30. The Chairman referred to special security restrictions in the north which had been in effect immediately after the war but had been withdrawn several years ago by the Security Panel on the grounds that they were no longer necessary. The A.C.N.D. might request the Security Panel to examine the need for classifying hydrographic data north of 71°N.

31. The Committee agreed that the Secretary should prepare a statement of the problem and after clearing it with the departments of National Defence and Mines and Technical Surveys should submit it to the Security Panel, requesting an examination of the need for classifying hydrographic data north of 71°N.

VI. Items Circulated for Information

(a) Polar Continental Shelf Expedition (Unclassified)

32. Dr. van Steenburgh reported that the scientific party of the Polar Continental Shelf Expedition would leave Churchill for Resolute on March 12.

(Secretary's memorandum Document ND-267 dated February 18, 1959).

33. Commissioner Nicholson drew attention to the very satisfactory progress of mounting this expedition.

34. The Committee noted the report on the Polar Continental Shelf Expedition.

(b) Operation Paclabar (Restricted)

35. Mr. Harwood reported that the party planned to be in the field from mid-April to about June 1. The study of the mechanical and physical properties of sea ice would be carried out by McGill University.

(Secretary's memorandum Document ND-268 dated February 18, 1959).

36. The Committee noted the report on Operation PACLABAR.

VII. Items of General Interest

37. The Secretary reported the following items of general interest:

(a) New Soviet Icebreaker (Unclassified)

The "Moskva", a new icebreaker being built for the Soviet Union, was launched recently in Helsinki. She would be the largest diesel electric icebreaker in the world and would be exceeded in size only by the "Lenin", the atomic-powered icebreaker now being completed in Leningrad. She would be of 15,340 tons displacement and 22,000 h.p., giving her a speed in open water of 18.3 knots. The "Moskva" would not be fitted with bow propellers and was apparently intended for service in the Arctic Ocean. Following the launching, the keel of a sister ship was laid down at Helsinki.

(b) The Bering Strait Railway (Unclassified)

Senator Magnuson had sent the Secretary of State for External Affairs a copy of a letter he had received from a Russian scientist, Mr. A. Markin of the Institute of Energetics, Academy of Sciences of the U.S.S.R., proposing a railway to link the Siberian and American railway systems, with a gauge of 3 to 4 metres and speeds of 200 kilometres an hour. He believed that this would lead to the

rapid development of northeast Siberia and Alaska. It was not clear whether this was connected with another suggestion reported two or three years ago from Russia to dam the Bering Straits and in this way change the climate of that part of the world.

(c) Expeditions to the Ellesmere Ice Shelf (Unclassified)

Three applications had been received from the United States for work on the north coast of Ellesmere Island this spring or summer. They were the North Polar Memorial Expedition, a U.S.A.F. Cambridge Laboratory Expedition, and a Columbia University expedition. It seemed probable that the North Polar Memorial Expedition would not now be mounted. It was also understood that a Mr. Apollonio would be requesting permission to carry out oceanographic work from Alert.

(d) Annual Meeting of the Joint Arctic Weather Stations (Unclassified)

The annual meeting with the United States on the Joint Arctic Weather Stations Programme was held in Ottawa on the 12 February with the preliminary meeting of Canadian officials two days earlier. The meetings had been routine and no new matters had been raised.

VIII. Other Business

38. There was no other business.

IX. Date of Next Meeting

39. The Committee agreed to meet in the Privy Council Committee Room, East Block, on Monday, April 6, 1959, at 2:30 p.m.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 5, 1959.

52. The fifty-second meeting of the Committee was held at 2:30 p.m. on Monday, April 20, 1959, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Commissioner C.E. Rivett-Carnac, Royal Canadian Mounted Police.

Mr. D.A. Golden, Deputy Minister of Defence Production.

Mr. M. Cadieux, representing the Under-Secretary of State for External Affairs.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

A/V/M A. de Niverville, representing the Deputy Minister of Transport.

Commodore J.C. Littler, representing the Chairman, Chiefs of Staff.

Mr. F.T. Davies, representing the Chairman, Defence Research Board.

Mr. R.F. Legget, representing the President, National Research Council.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Mr. G.G.E. Steele, representing the Deputy Minister of Finance.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary)

Also Present:

Inspector W.J. Fitzsimmons, R.C.M.P.

Mr. G.Y. Loughhead, Department of National Defence.

F/L W. Morgan, Department of National Defence,

S/L W.B. Asbury, Department of National Defence.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. A. Laframboise, Privy Council Office.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Report

(a) USAF Refueling Bases In Canada (Secret)

1. Mr. Loughhead reported that at Frobisher work on the runway extension was going well. Most of the piling for the composite building was in place and construction would soon begin. At Cold Lake the exceptionally early spring had allowed the clearing of ground to start during the first week in March.
2. F/L Morgan said delays had been caused at Churchill by bad weather and difficulties with pile drilling, but work on both the piling and the runway was now beginning. Namao was the most advanced base. The runway should be completed to 9,600 ft. by 31 October and to 14,000 ft. by 15 September, 1960. Structures and utilities would probably be finished in January 1960.
3. The Committee noted the reports on the progress of USAF refueling bases in Canada.

(b) BMEWS Communications (Secret)

4. A/V/M de Niverville reported that it had been agreed that Canadian Overseas Telecommunications Company would lay and operate the BMEWS cable between Cape Dyer and Deer Lake, Newfoundland, but the exchange of notes between the two governments had not yet been completed.
5. Mr. Steele said arrangements between C.O.T.C. and the United States included a substantial provisioning charge. The choice had been between completing the cable in two years with recently designed and less expensive equipment at a cost of about \$12 million and completing the cable in one year with equipment immediately available in the United States at a cost of \$20 million. The United States had chosen the one-year programme and was accepting the difference in cost as a provisioning charge.
6. The Committee noted the report on BMEWS communications.

(c) Polar Continental Shelf Expedition (Unclassified)

7. Dr. van Steenburgh reported that the reconnaissance group had reached Isachsen in the middle of March. Difficulties had proved greater than expected, some of the electronic equipment failing at low temperatures and several minor items of equipment, such as polyethylene bottles for water

samples, proving unsatisfactory. The Beaver aircraft had been wrecked and it was hoped to replace it with an Otter. Though operations were proceeding slower than planned, the knowledge and experience being gained would be invaluable in future operations.

8. The Committee noted the report on the Polar Continental Shelf Expedition.

(d) Progress of Construction at Inuvik (Unclassified)

9. Mr. Sivertz reported that construction at Inuvik was proceeding on schedule.

(Secretary's memorandum Document ND-270 dated April 14, 1959).

10. A/V/M de Niverville said approval had now been given for the extension of the runway to 6,000 ft.

11. The Committee noted the report on construction at Inuvik.

(e) D.E.W. Line (Secret)

12. Mr. Loughhead reported that he had recently visited a number of D.E.W. stations. The Federal Electric Company had reduced their strength that Frobisher very considerably. Their present logistics plan eliminated Frobisher from their supply route, and this was resulting in a more flexible and economical operation. The additional Butler-type warehousing at the main stations has eased storage problems and some of the makeshift and worn-out structures would be dismantled. At Cambridge Bay the D.O.T. was planning arrangements for taking over the airfield, and the Federal Electric Company was well satisfied with the housing provided there by the Department of Northern Affairs and National Resources for Eskimo employees. Proposals for air supply contracts had been invited from Maritime Central and Wheeler for the east, Pacific Western for the west, and Okanagan for helicopter operations. The stations in Canada compared favourably in appearance with Barter Island in Alaska. Increased participation by Eskimos in local government at Point Barrow seemed to be having very satisfactory results. Their placement of U.S.A.F. officers on the D.E.W. line by R.C.A.F. officers was proceeding. A squadron leader now headed each of the main stations and good relations with the contractors were developing. Following a visit to some of the stations a reporter from the Toronto Telegram had recently submitted for security clearance a series of highly critical articles.

13. A/V/M de Niverville said contracts for D.O.T. construction at Cambridge Bay would be let early in May. About one-third of the construction material would be sent in by air.

14. The Committee noted the report on the D.E.W. line.

II. Business Arising Out of the Minutes of the 51st Meeting:

(a) Facilities for Oil Exploration at Resolute (Restricted)

15. The Secretary reported that two meetings of representatives of interested departments had been held. It was apparent that the exploration plans of oil companies would depend on the new oil and gas regulations for federal lands which were still to be agreed. There might therefore be very little exploration this summer and the plans of only one company seemed definite. This was Round Valley Oil Company, a subsidiary of Lobitos Canada, who intended to do geological work in Bathurst and Cornwallis islands using a single light aircraft. Uncertainty about the new regulations was now affecting next year's operations since supplies for 1960 should be sent in by ship this summer. A commercial company, Field Aviation, had offered to supply accommodation and other facilities to oil companies at Resolute this year. Their plans were however dependent on a requirement for 20 people, and it was unlikely that this number would be reached. Exploration on Banks and Victoria islands and possibly the western Queen Elizabeth Islands would not be based in any way on Resolute. Parties operating in the west might request some use of the airstrips and communications at the weather stations at Mould Bay, Isachsen, and possibly Eureka.

16. Mr. Robertson said the new oil and gas regulations had been submitted to the Cabinet, who had referred them to the Cabinet Committee on Resources for re-examination and comparison with corresponding regulations in other countries.

17. Mr. Golden considered the oil companies would be unlikely to press for the new regulations so long as the present conditions in the industry continued.

18. Mr. Steele said that in the view of the Department of Finance oil exploration in the north should not be subsidized and any government expenditures to assist the oil companies should be fully recoverable.

19. The Committee noted the report on facilities for oil exploration at Resolute.

(b) General Bathymetric Charts of Northern Seas (Restricted)

20. The Secretary reported that, as agreed at the last meeting of the Committee, he had prepared a statement of the problems arising from classification of northern hydrographic charts and, after clearing it with the departments of National Defence and Mines and Technical Surveys, had submitted it to the Security Panel requesting that the matter be examined.

21. The Committee noted the Secretary's report.

III. Canadian Sovereignty Over Arctic Waters (Secret)

22. Mr. Robertson said the study of Canadian sovereignty over arctic waters had led to the conclusion that little would be gained by asserting a Canadian claim over the waters of the Polar Basin to the north of Canada, and that other countries with the possible exception of the U.S.S.R. would certainly oppose such a claim. Asserting Canadian sovereignty over the waters within the Archipelago on the other hand would have real advantages, but the Canadian claim would be unlikely to succeed without the support of other countries.

(Secretary's memorandum Document ND-271 dated April 14, 1959).

23. Mr. Cadieux suggested that in the list of advantages of claiming the waters within the Canadian Archipelago the word "good" should be deleted in describing the legal case. The chances of successfully asserting a claim to the waters within the Archipelago would depend largely on when and how it was made. Other countries, particularly the United States and the United Kingdom, would have to be consulted beforehand as their support would be essential and a claim would have to be carefully timed. A claim made prematurely could weaken the Canadian case. With regard to the waters of the Polar Basin it seemed clear that Canadian sovereignty should not be asserted under existing conditions. Circumstances might change however and nothing would be gained by specifically denying any claim. The special case of shelf ice and land fast ice extending into the Polar Basin would probably be affected by any agreements relating to this type of ice in Antarctica. Landfast ice was not extensive in that part of the Polar Basin so little would be gained by pressing a claim.

24. Mr. Rowley suggested that, while awaiting an opportune time to assert a claim, every effort should be made to increase Canadian scientific and other activities in the area since this would strengthen the Canadian case.

25. A/V/M de Niverville referred to the polar flights of Air France and K.L.M. It had been necessary to draw the companies' attention to the fact that these flights passed over Canadian territory.

26. Dr. van Steenburgh enquired whether the sector lines shown on many Canadian maps should be retained.

27. Mr. Robertson considered the sector lines should be retained on the maps since removing them might be construed as an indication of Canadian policy. On the instructions of the Cabinet all departments had been cautioned on April 6, 1959, to take no action that might compromise a later claim by Canada that the waters of the Canadian Arctic Archipelago were Canadian inland waters. Thus might be drawn again to the attention of departments.

28. The paper with the minor amendments suggested in the discussion and with a paragraph drafted by the Department of External Affairs on the timing of an assertion of sovereignty over the waters of the Canadian Arctic Archipelago, might be referred again to the Committee and, if approved, would then be brought to the attention of those ministers on the Cabinet Committee on Territorial Waters.

29. The Committee agreed that

- (a) the paper on Canadian sovereignty over arctic waters, with minor amendments and with an additional paragraph on the timing of an assertion of sovereignty over the waters within the Canadian Archipelago, should be referred again to the Committee prior to being drawn to the attention of the ministers represented on the Cabinet Committee on Territorial Waters;
- (b) the attention of ministers should also be drawn to the importance of increasing Canadian activities in the area in order to strengthen the claim that Canada will be able to make.
- (c) the sector lines on Canadian maps should be retained;
- (d) the substance of the letter of 6 April, 1956, to all ministers from the Secretary to the Cabinet be again drawn to the attention of all departments.

IV. Report on Government Activities in the North (Confidential)

30. The Chairman explained that the unclassified report had been circulated to members shortly after the last meeting. The classified pages had been circulated with the agenda.

(Secretary's memoranda Document ND-269 and Document ND-272 dated March 23 and April 14, 1959).

31. The Committee noted the report on government activities in the north.

V. Items Circulated for Information

(a) C.G.S. "Hudson" (Unclassified)

32. Dr. van Steenburgh reported that specifications for the new oceanographic research vessel for the Arctic, C.G.S. "Hudson", were now complete.

(Secretary's memorandum Document ND-273 dated April 14, 1959).

33. The Committee noted the report on C.G.S. "Hudson".

(b) Federal Government Construction in Northern Canada 1958/59 (Unclassified)

34. The Chairman referred to the report prepared for the Construction Sub-Committee on the progress of federal construction in northern Canada.

(Secretary's memorandum Document ND-274 dated April 14, 1959).

35. The Committee noted the report on federal government construction in northern Canada 1958/59.

VI. Items of General Interest (Unclassified)

(a) Arctic Operations of U.S.S. "Skate"

36. The Secretary reported that it had recently been announced that U.S.S. "Skate" had carried out a mid-winter operation in the polar basin during which she had surfaced at the North Pole and several other places within the Arctic Ocean.

(b) Committee on Northern Community Planning

37. Mr. Sivertz reported that the establishment of a Committee on Northern Community Planning, to meet under his chairmanship, had been delayed but an early meeting was planned. All interested departments would be invited.

(c) Spring Supply Mission to Joint Arctic Weather Stations

38. The Secretary reported that the spring air supply operations to the Joint Arctic Weather Stations had taken place during the period 8 April to 19 April. Weather conditions were ideal and there had been no incidents. About 960,000 lbs. was carried from Resolute to the satellite stations.

(d) Survey of Possible Alternative Sites to Resolute

39. Dr. van Steenburgh reported that the Geographical Branch had some time ago prepared a comprehensive report on Radstock Bay. Records indicated an ice-free period of one month longer than Resolute. The harbour was deep and not liable to fill with pack ice during the summer. Terrain was suitable for airstrip and other construction. Unfortunately there was only a single copy of the report and the number of maps made it difficult to reproduce but it was available for study at the Geographical Branch. The geographical programme might be rearranged to carry out further fieldwork at this location and elsewhere in the vicinity of Resolute this summer.

40. A/V/M de Niverville said the Department of Transport did not consider Resolute to be a fully satisfactory site and had been considering carrying out surveys for an alternative site this summer. They would arrange to examine the report on Radstock Bay at the Geographical Branch.

41. Mr. Rowley suggested that a comparison of flying weather at Radstock Bay and Resolute was necessary before deciding whether the airfield should be moved. It would be worthwhile to make simultaneous meteorological observations at the two places over an extended period.

(e) Forced Landing of R.C.M. Police Otter

42. Commissioner Rivett-Carnac reported that the R.C.M. Police Otter aircraft based at Frobisher had been forced down that morning owing to a blown gasket about 15 miles north of Lake Harbour. The crew and the seven passengers were unhurt, and the passengers would be picked up during the afternoon.

(f) Cases of Polio in Baffin Island

43. Dr. Moore reported that a few cases of poliomyelitis had been reported in Baffin Island. The locations were widely scattered and included Arctic Bay, Frobisher Bay, and Broughton Island. Salk vaccine was being administered to all who could be reached and departments should ensure that personnel going to this area were given a full series of injections.

44. The Committee noted

- (a) the reports on items of general interest;
- (b) that the departments of Mines and Technical Surveys and of Transport would review the information available on possible alternatives to Resolute and discuss the measures necessary to secure additional information;
- (c) that government personnel going to Baffin Island, Foxe Basin and the surrounding area should first receive a full series of injections against poliomyelitis.

VII. Other Business

45. There was no other business.

VIII. Date of Next Meeting

46. The Committee agreed the meet in the Privy Council Committee Room, East Block, on Monday, June 1, 1959, at 2:30 p.m.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
April 30, 1959.

53. The fifty-third meeting of the Committee was held at 2:30 p.m. on Monday, June 1, 1959, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Commissioner C.E. Rivett-Carnac, Royal Canadian Mounted Police.

Major-General H.A. Young, Deputy Minister of Public Works.

Dr. J.S. Hodgson, representing the Secretary to the Cabinet.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

A/V/M A. de Niverville, representing the Deputy Minister of Transport.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Mr. G.G.E. Steele, representing the Deputy Minister of Finance.

Commodore J.C. Littler, representing the Chairman, Chiefs of Staff.

Mr. T.A. Harwood, representing the Chairman, Chiefs of Staff.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Dr. N.B. Hutcheon, representing the President, National Research Council.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, Secretary

Also Present:

W/C N.C. Brown, Department of National Defence.

Mr. W. Cunningham, Privy Council Office.

Mr. H.B. Dickens, National Research Council.

LCDR. E.M. Jones, Department of National Defence.

Superintendent H.A. Larsen, Royal Canadian Mounted Police.

Mr. G.Y. Louchead, Department of National Defence.

Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Dr. E.F. Roots, Department of Mines and Technical Surveys.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Business Arising Out of the Minutes of the 52nd Meeting:

(a) Facilities for Oil Exploration at Resolute (Confidential)

1. Mr. Rowley reported that only two companies appeared to have firm plans for oil exploration this summer in the Arctic Islands but more activity was likely next year. The two companies involved were Round Valley Oil Co. Ltd., a subsidiary of Lobitos Oilfields Ltd., and interests represented by Dr. J. D. Bateman of Toronto. They would be working in Cornwallis, Bathurst, Prince of Wales, and Melville islands and had already sent in their own supplies by air. Other companies appeared reluctant to proceed with planning exploration until the new gas and oil regulations had been announced. All companies had been advised of the need to provide their own supplies, but some emergency assistance might prove necessary at Resolute or some of the joint arctic weather stations.
2. Mr. Robertson said the new oil and gas regulations for the area north of 70° had been submitted to the Cabinet about two months ago. The only significant change proposed was an extension of the period allowed for exploration under exploratory permits by three years from nine to twelve years.
3. Mr. Hodgson added that a sub-committee of ministers was examining the principles governing the government's policy on oil and gas exploitation. The sub-committee was aware of the urgency imposed by the need to send in by sea this summer any supplies required for extensive exploration next summer.
4. The Committee noted the report on facilities for oil exploration at Resolute.

(b) Canadian Sovereignty over Arctic Waters (Secret)

5. Mr. Robertson reported that the paper on sovereignty over arctic waters had been revised as agreed at the last meeting and a section on tactics added. If the Committee approved, it could now be forwarded to the members of the Cabinet Committee on Territorial Waters.

(Secretary's memorandum Document ND-280 dated May 28, 1959).

6. Mr. Hodgson suggested the addition of a reference to the significance of future exploration for oil and gas, which would strengthen Canadian sovereignty in the area.
7. Mr. Cunningham considered that a statement on the Soviet position with regard to sovereignty over arctic waters should be included.
8. The Committee approved the paper with these changes and agreed that it should be forwarded to the ministers on the Cabinet Committee on Territorial Waters.

(c) Alternative Sites to Resolute (Unclassified)

9. A/V/M de Niverville outlined the plans for investigating alternative sites to Resolute. If prefabricated buildings could be sent to Radstock Bay this summer it might be possible to begin meteorological observations there this fall rather than wait till next year.
10. The Committee noted the report on the survey of possible alternative sites to Resolute.

II. Take-Over of D.E.W. Airfields (Confidential)

11. A/V/M de Niverville said the Department of Transport would take over the airfield at Cambridge Bay this year. The department was intending to take over another D.E.W. airfield next year, and a committee was considering whether Hall Lake, Cape Dyer, or Cape Parry would be most suitable. A decision would have to be made soon in order that supplies could be sent north by sea this summer.
12. Mr. Loughhead stated that the Federal Electric Company was intending to construct a passenger and freight terminal building at each of the main airfields, including any taken over by the D.O.T.
13. The Committee noted the report on the take-over of D.E.W. airfields.

III. Air Photography in the Canadian Arctic Archipelago (Unclassified)

14. Mr. Robertson explained that the present high level photography programme of the Arctic Archipelago provided an opportunity for departments to obtain low level photography in the area.

(Secretary's memorandum Document ND-276 dated May 28, 1959).

15. Mr. Steele enquired whether it was intended to meet the cost of this photography from the vote for the Interdepartmental Committee on Air Surveys.

16. Mr. Rowley said the cost would be met from the vote for the Interdepartmental Committee on Air Surveys. The Secretary of that committee had asked that the matter be brought to the attention of the members of the A.C.N.D. The fact that photographic aircraft were operating in the area should allow the photographs to be taken at a comparatively low cost. Owing to the rapid progress of the vertical photography programme, photographic aircraft might not be operating in the area in future years.

17. The Committee noted that departments should advise the Secretary of the Interdepartmental Committee on Air Surveys of any needs for low level vertical photography in the Canadian Arctic Archipelago as soon as possible.

IV. Polar Continental Shelf Expedition (Confidential)

18. Mr. Robertson referred to the summary of the activities of the Polar Continental Shelf Expedition which had been circulated. Dr. Roots, who was in charge of the expedition, was prepared to expand on this account.

(Secretary's memorandum Document ND-277 dated May 28, 1959).

19. Dr. Roots said information received from the field after the report had been written indicated that all was going well, and a start was now being made on more extensive studies in magnetism, physiography, and inshore oceanography. The first year was proving as successful as could have been hoped. The experimental period was now almost over and fully justified the original plans. It should prove possible to adopt a more optimistic programme for future operations and to combine reconnaissance for future work with each year's detailed systematic studies, in this way providing a basis for methodical progress. Experience during the summer's operations should show how long a stason¹⁸³ could be planned for future years and the most suitable equipment for air transport.

¹⁸³ *Editors' note:* typo in original – probably intended to write “season.”

20. Trials during the past three weeks showed that the Decca navigation system should be very suitable for positioning. There appeared to be no insoluble electronic difficulties and, using a master and two slave stations on a 250-mile base, positions 5 or 6 ft. apart could be differentiated at a distance of 100 miles. Soundings in the Prince Gustaf Adolf Sea had shown depths up to 450 metres, which were greater than expected. Preliminary analysis of a gravity traverse across a typical gypsum done in Ellef Ringnes Island indicated that the gypsum, originally at depth, had penetrated a considerable thickness of sedimentary rocks on its way to the surface. This would provide a structure favourable for the accumulation of oil. Water temperatures found in the Prince Gustaf Adolf Sea were around $-2\frac{1}{2}^{\circ}$ Centigrade at a depth of 5 metres increasing to $+3^{\circ}$ Centigrade at 400 metres and then decreasing slightly.

21. Dr. van Steenburgh said the depth of water found in the channels was particularly significant in view of the possibility of submarine navigation in the Arctic, and showed a need to extend the hydrographic survey within the archipelago.

22. The Committee noted the report on the Polar Continental Shelf Expedition and thanked Dr. Roots for his account.

V. Geographical Maps of Canada (Unclassified)

23. Mr. Robertson suggested that wherever practicable official maps of Canada should show the whole country and not omit the more northern parts.

(Secretary's memorandum Document ND-278 dated May 28, 1959).

24. Dr. van Steenburgh said the Department of Mines and Technical Surveys would instruct their mapping agencies accordingly.

25. General Young considered that it would be unnecessary to bring this need to the attention of all departments since the majority of maps originated with the Department of Mines and Technical Surveys.

26. Mr. Phillips suggested that certain other departments made considerable use of maps of Canada in publications and for display, and might be asked to show the whole country.

27. Mr. Robertson said he could write informally to the other agencies most concerned.

28. The Committee

- (a) noted the report on maps of Canada;
- (b) agreed that the Chairman should write informally to the Department of Trade and Commerce and other government agencies making considerable use of maps of Canada.

VI. The Soviet North – Economic Aspects (Secret)

29. Mr. Robertson referred to the paper on the Soviet North - Economic Aspects, prepared by the Joint Intelligence Bureau, which had been distributed prior to the meeting. The paper might be held over until the next meeting to give members an opportunity of studying it.

(Secretary's memorandum Document ND-279 dated May 29, 1959).

30. The Committee agreed that the paper on the Soviet North - Economic Aspects should be considered at the next meeting.

VII. Items of General Interest (Unclassified)

(a) Meeting of the Eskimo Affairs Committee

31. Mr. Robertson reported that the Eskimo Affairs Committee had met on Monday, 25 May. Four Eskimos had attended and had taken a prominent part in the meeting. They had spoken strongly on the need for education. The Eskimo representation had been so successful that it would be repeated next year and possibly extended at some later time.

(b) Launching of C.G.S. "Wolfe"

32. Mr. Rowley reported that the new D.O.T. icebreaker the C.G.S "Wolfe" had been launched at Vickers in Montreal on May 21. She was a sister ship to C.G.S. "Montcalm", was of about 2,000 gross tons, and was powered by steam.

(c) Mines, Forests and Waters Committee

33. Mr. Robertson reported that the Standing Committee on Mines, Forests and Waters had asked a number of questions about the move of Aklavik, including the contract for the airfield. The airfield was the responsibility of the Department of Transport and they might like to consider having a representative at meetings of this committee when this subject was being discussed.

34. The Committee noted the items of general interest.

VIII. Other Business

(a) Operation PACLABAR (Secret)

35. Mr. Harwood reported that the Defence Research Board's Operation PACLABAR had ended on April 16 and some provisional information was becoming available. The acoustical work had shown that in ice-covered waters sound might be transmitted over great distances. A wave with frequency 12.5 cycles per second and with amplitude apparently depending on the force of the wind had been detected and was believed to be the result of an ice-air coupled wave at the surface. If this proved to be the case, the frequency should be directly related to the thickness of the ice and might provide a means by which a submarine lying on the bottom could determine the thickness of the ice. Other points of interest were indications of the irregular bottom of Lancaster Sound which, about 70 miles southwest of Resolute, varied in depth between 310 and 1,060 feet in 14 miles, and of the almost isothermal nature of the water, varying only between -1.7° Centigrade near the surface and -1.4° Centigrade at the bottom. Sixty ice cores were taken for salinity determinations and measurements of physical and mechanical properties of the ice.

36. The Committee noted the report on Operation PACLABAR.

(b) Report On The Whitehorse Escarpment Problem (Unclassified)

37. Dr. Hutcheon reported that the final N.R.C. report on the Whitehorse escarpment problem should be available by 15 June and would be distributed through the A.C.N.D. secretariat.

38. Mr. Robertson suggested that the report might be included on the agenda of the next meeting.

39. The Committee noted that the report on the Whitehorse escarpment problem would be completed by 15 June and agreed that it should be considered at the next meeting.

IX. Date of Next Meeting

40. The Committee agreed to meet in the Privy Council Committee Room, East Block, on Monday, July 6, 1959, at 2:30 p.m.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
June 9, 1959.

54. The fifty-fourth meeting of the Committee was held at 2:30 p.m. on Monday, July 6, 1959, in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman)

Mr. Dana Wilgress, Chairman, Canadian Section, P.J.B.D.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. G.G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. Van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

A/V/M A. de Niverville, representing the Deputy Minister of Transport.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Commodore J. C. Littler, representing the Chairman, Chiefs of Staff.

Supt. H.A. Larsen, representing the Commissioner, Police,

Mr. T.A. Harwood, representing the Chairman, Defence Research Board.

Mr. R.F. Legget, representing the President, National Research Council.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Col. H.M. Jones, representing the Deputy Minister of Citizenship and Immigration.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present

Mr. G.Y. Loughead, Department of National Defence.

Dr. G. Hattersley-Smith, Defence Research Board.

F/L W. Morgan, Department of National Defence.

Mr. A. Laframboise, Privy Council Office.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Reports

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. F/L Morgan reported that good progress was being made at all the refueling bases. At Frobisher Bay the contractors were 30% to 40% ahead of schedule; buildings should be completed by September 1960 and the runway soon after. At Churchill work was on schedule despite difficulty with boulder-bearing soil. At Namao and Cold Lake progress indicated that the work would be finished well ahead of schedule. (A more detailed report is attached as Appendix "A").

2. Progress on certain other U.S. defence projects now being handled through the R.C.A.F. Directorate of Construction Engineering was as follows.

(i) POLEVAULT Improvement Programme

3. The POLEVAULT system was being improved to provide one of the two separate communication channels for BMEWS. Nine contractors were submitting tenders for construction at five stations from Brevoort Island to Goose Bay inclusive, and work would start this year for completion during the summer of 1960. Construction material was being shipped by D.O.T. The estimated cost of this programme would be between \$12 and \$15 million.

(ii) TACAN

4. Contractors were preparing tenders and work on the sites would begin this summer.

(iii) Radar Improvement Programme

5. Facilities at the U.S. financed and operated stations in Canada were being increased this year, preparatory to improvements in equipment next year.

6. The Committee noted the report on the U.S.A.F. refueling bases in Canada.

(b) BMEWS Communications (Secret)

7. Mr. Loughhead reported that the exchange of notes regarding BMEWS should be completed shortly and this would allow contracts for the POLEVAULT improvements to be let. In the west Canadian National Telegraphs would probably provide one of the BMEWS communications

channels by means of a microwave system parallel to the Alaska Highway. Work on U.S. air defence contracts in Canada was now being handled on a service-to-service basis with the D.N.D. acting as the agent for the U.S.A.F. This procedure, authorized by the Governor-in-Council under the Defence Appropriation Act of 1950, had previously been used in the case of SAC contracts only

8. A/V/M de Niverville said C.O.T.C. had advised that arrangements for installing the Cape Dyer/Newfoundland BMEWS cable were on schedule. The corporation was not concerned with the Thule/Cape Dyer cable.

9. Mr. Huck explained that U.S. air defence requirements in Canada were now being handled in exactly the same way as Canadian requirements, with Canadian contractors dealing with D.N.D. who were acting as agents for the United States. This procedure was very different from that followed for D.E.W. contracts which had been let directly by the United States.

10. The Committee noted the report on BMEWS communications.

(c) Polar Continental Shelf Expedition (Unclassified)

11. Dr. van Steenburgh reported that there were now fifteen men in the field. Bad weather and the failure of the radio navigation beacon at Isachsen had hampered work, restricting flying to within 100 miles of the Isachsen station, but the main programme was progressing successfully. The Decca positioning system was proving very satisfactory and good positions had been obtained at distances of 200 miles from the chain. The Decca stations established by the expedition might assist in submarine navigation in the area. The field season would be prolonged to late August and the last parties would leave the area about that time, to return in March 1960. A more detailed account is attached as Appendix "B".

12. The "Labrador" had now been re-equipped for oceanographic work and would carry out a joint Fisheries Research Board-Hydrographic Service research programme in Lancaster Sound during the fall. It was hoped that arrangements could be made for the "Labrador" to carry out a more extensive oceanographic research programme in future seasons.

13. The Committee noted

- (a) the report on the progress of the Continental Shelf Expedition;

- (b) that C.G.S. "Labrador" would be employed in northern oceanographic work in the fall and possibly in future seasons.

II. Business Arising Out of the Minutes of the 53rd Meeting:

(a) Canadian Sovereignty Over Arctic Waters (Secret)

14. Mr. Robertson reported that the paper on Canadian sovereignty over arctic waters had now been circulated to the ministers on the Cabinet Committee on Territorial Waters. The Prime Minister had also read the paper. He would ask the Minister of Northern Affairs and National Resources whether the course recommended in the paper would be adopted as government policy.

(Secretary's memorandum Document ND-283 dated June 30, 1959).

15. The Committee noted the report on the paper on Canadian Sovereignty over Arctic Waters,

(b) Geographical Maps of Canada (Unclassified)

16. Mr. Robertson reported that, as agreed at the last meeting, he had written to the government agencies most concerned asking that the whole of Canada should be shown in future on published maps of the country unless there were good reasons to the contrary. Favourable replies had already been received in every case.

17. The Committee noted that the government agencies concerned had agreed to show the whole of the country on published maps of Canada unless there were good reasons to the contrary.

(c) The Soviet North - Economic Aspects (Secret)

18. Mr. Robertson referred to the report prepared by the Joint Intelligence Bureau on the Soviet north, which had been circulated at the previous meeting. It appeared to be a most interesting and useful summary.

(Secretary's memorandum Document ND-279 dated May 29, 1959).

19. The Committee noted with appreciation the report on the Soviet north prepared by the Joint Intelligence Bureau.

(d) Alternative Sites to Resolute (Unclassified)

20. A/V/M de Niverville reported that the survey party was now organized and would leave shortly. It would stay in the Radstock Bay area until the end of August. The main reasons justifying the survey were the likelihood of better flying weather at Radstock Bay and the longer open water season. A year's meteorological observations would be made at Radstock Bay and compared with concurrent observations at Resolute before any decision or relocation was made. The meteorological observation programme at Radstock Bay would probably not begin until next summer.

(Secretary's memorandum Document ND-285 dated June 30, 1959).

21. The Committee noted the report on the survey of alternative sites to Resolute.

III. Report on the Whitehorse Escarpment Problem (Unclassified)

22. Mr. Legget reviewed the history of the Whitehorse escarpment problem. The N.R.C. report had shown that the trouble had been caused by the combination of a number of factors. The damage could be repaired if certain definite steps were taken. These were removal of all buildings near the edge of the escarpment, sealing of water and sewer mains in the area, developing a drainage system leading away from the edge of the escarpment, prohibiting the use of water near the escarpment, erecting fencing around the top of the escarpment, and reforestation of the slope. It was particularly important to stop immediately any washing of automobiles in the area. A single department should be responsible for the maintenance of the slope of the escarpment; much of this area was shown in plans as being within the boundaries of the airfield. Cost of the rehabilitation work, including moving buildings but not their replacement, should not exceed \$250,000, and might be considerably less. There appeared to be a dip in the underlying silt towards the middle of the airfield, and it would be most useful if an observation well could be installed there. The N.R.C. had received excellent co-operation in the study from all agencies involved.

(Secretary's memorandum Document ND-281, dated June 30, 1959).

23. A/U/M de Niverville said that a token figure of \$10,000 had been provided in the supplementary estimates of the Department of Transport for immediate rehabilitation measures. He would be visiting Whitehorse

with Mr. Connolly, Director of the D.O.T. Construction Branch, within the next two weeks. He would discuss the problem in detail with Mr. Legget before this visit, and consult with Mr. Legget and the Department of Northern Affairs and National Resources on the measures which should be taken following his return.

24. The Committee noted

- (a) the report on the Whitehorse escarpment problem;
- (b) that following his forthcoming visit to Whitehorse A/V/M de Niverville would consult with Mr. Legget and the Department of Northern Affairs and National Resources on the measures which should be taken.

IV. U.S. Navy Submarine Operations in the Arctic (Secret)

25. Commodore Littler reported that the U.S. Navy was planning to send the U.S. submarine "Skate" in the fall through the Northwest Passage to the Polar Basin. The Royal Canadian Navy was arranging to invite the U.S. Navy to co-operate in a programme of scientific research to include the work of the "Skate". In this way it was hoped to avoid a situation which could prejudice a Canadian claim to sovereignty of these waters. It was understood that the U.S. Navy would probably accept this invitation. The Chairman, Chiefs of Staff, had therefore asked that any discussion of this matter at the A.C.N.D. be postponed for the time being, and the proposed paper referred to in the agenda had therefore not been prepared.

26. The Committee noted the report on the U.S. Navy's intentions with regard to submarine operations in the area of the Northwest Passage.

V. Report of the Scientific Research Sub-Committee (Unclassified)

27. Dr. van Steenburgh reported that the first meeting of the Scientific Research Sub-Committee had been mostly concerned with exchanging information on government research plans and discussing the role the sub-committee might play. The effect that any move of Resolute would have on the scientific work being carried out there was also discussed in detail.

(Secretary's memorandum Document ND-284 dated June 30, 1959).

28. Mr. Rowley drew attention to the major new research activities that should be anticipated in the Resolute area, such as radio-astronomy, rocket launching, and satellite tracking.

29. The Committee

- (a) noted the report of the Scientific Research Sub-Committee and
- (b) agreed that the scientific requirements should be given due consideration in reaching any decision on the relocation of Resolute.

VI. Items of General Interest:

The Secretary reported the following items of general interest:

(a) Northern Sea Supply Mission (Unclassified)

30. The northern sea supply operations began this year on the 27 June with the sailing of the "Labrador", "N.B. McLean", and "C.D. Howe" from Montreal. During the season a greater tonnage would be handled by the Department of Transport than ever before and the supply of the DEW stations on the east coast of Baffin Island would be included for the first time.

(b) HIRAN (Unclassified)

31. The United States Army Map Service was planning to make astronomic and gravity observations near Cape Christian and Padloping on Baffin Island for about two weeks during August 1959. This work was in connection with the U.S.A.F. HIRAN Survey for connecting the geodetic grids of Europe and North America,

(c) Special Commission on Indian Land Claims in the Mackenzie District (Unclassified)

32. The Department of Citizenship and Immigration had established a special commission to investigate Indian land claims in the Mackenzie District. Treaties made with these Indians provided for setting aside land on a scale of one square mile for a family of five, but this had never been implemented. Development in the Mackenzie District was making it necessary to define these lands without delay. Alternative suggestions had been made such as the establishment of a trust fund for each band in lieu of

land. The Special Commission, consisting of a lawyer as Chairman, two Indians, and a representative from each of the Indian Affairs Branch and the Department of Northern Affairs and National Resources, was visiting the Mackenzie District to determine the wishes of the local Indians and would report to the Governor-in-Council.

(d) Disposition of the Canol Pipelines (Confidential)

33. The last report to the A.C.N.D. on the disposition of the Canol Pipelines was last October after the appointment of U.S. and Canadian appraisers to determine the commercial value of the line. The appraisers had now submitted a joint report evaluating the Canadian portion of the 3" line with all appurtenances at \$1,551,777 and the 2" line at salvage worth of \$159,000. In determining the terms under which the 3" pipeline would be transferred to Canada other considerations as well as its commercial value would be taken into account.

34. Mr. Robertson explained that in taking over the 3" line Canada would release the United States from certain obligations. In recognition of this the sum to be paid for the 3" line might be less and a reduction of \$500,000 had been suggested.

(e) Eskimo Orthography (Unclassified)

35. Over the past three years a draft standard orthography for the Canadian Eskimo language had been drawn up. Arrangements were being made to test it and if it proved successful it would be introduced gradually.

(f) Commission on the Great Slave Lake Railway (Confidential)

36. Mr. Robertson reported that a Royal Commission had been appointed to consider the route of the proposed railway to Great Slave Lake. It was intended to complete its work in three months but there had been some delay in establishing the commission and in view of the amount of evidence that would probably be presented it seemed doubtful whether its work could be completed in time for the railway to be included in next year's sessional programme.

(g) Operation Hazen (Unclassified)

37. Mr. Harwood described Operation HAZEN, the establishment and operation of the Defence Research Board's I.G.Y. station in north Ellesmere Island. The research programme had been very successful and the work of the archaeologist from the National Museum had been particularly

interesting in providing additional evidence of changes in climate indicated by glaciological and other studies. The expedition's work had been greatly assisted by special maps compiled from air photographs by the Surveys and Mapping Branch. There were now two men at Lake Hazen carrying out meteorological and glaciological work and obtaining radiation data.

38. A summary of Operation HAZEN is attached as Appendix "C" together with a copy of the Narrative and Preliminary Reports for 1957-58.

VII. Other Business

(a) East Coast Oceanographic Institute (Unclassified)

39. Dr. van Steenburgh reported that the Treasury Board had given tentative permission for the development of an oceanographic institute in Bedford Basin near Halifax. It would meet the needs of both the Fisheries Research Board and the Department of Mines and Technical Surveys and would be concerned with all aspects of the oceanography of the east coast and the Canadian Arctic. Submarine geologists would be included and a cadre of land geologists. The Royal Canadian Navy had agreed to provide the land and details of design and construction were now being planned. In five years time the institute should have a staff of about 300 and facilities for eight to ten ships.

40. The Committee noted the report on the establishment of an oceanographic institute in the Bedford Basin.

(b) Governor-General's Trip in the Mackenzie Valley (Confidential)

41. Mr. Rowley reported that the Governor-General would probably visit a number of settlements along the Mackenzie River during the second half of August. The detailed itinerary was not yet firm.

42. The Committee noted the Governor-General would visit the District of Mackenzie during August.

VIII. Date of Next Meeting

The Committee agreed to meet in the fall at the call of the Chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
July 21, 1959.

Progress of U.S.A.F Refueling Bases in Canada

General

1. Considerable progress has been made during the past three months. The only problems that have arisen are those expected during normal construction operations. The general contractors are meeting their established schedules. The following is a resume by site of the progress to date:

Frobisher Bay

1. The piling operations are virtually complete for all structures with the pouring of the concrete pile caps 95% complete. The steel for the power house and the storage and maintenance area of the composite structure has been erected.
2. The pavements contractor has directed his Major effort towards the runway extension. This portion of the runway contract entails the blasting and leveling of a small hill in the confines of the extension. The earth cut required for the maintenance apron and the utilidor has progressed relatively slowly owing to the slowness with which frost is leaving the ground. This allows a cut of six to seven inches daily. Even at this relatively slow rate of cut, schedules are being met.
3. The fuels unloading sea line, and the lines to the bulk storage area and from the bulk storage area to the apron area have been completed. The new bulk storage tank will be erected during the current construction season.

Churchill

1. Pile drilling and placement operations have resumed. The piles are in place with caps being poured for one maintenance dock. Drilling and pile placement is continuing for the second dock and the readiness crew building. Some difficulty is still being experienced in the drilling operation, due primarily to boulder-bearing soil. The present procedure is to drill until a boulder is encountered then blast the boulder using a small charge of dynamite. Excavation for the dormitory additions and the officers quarters has been started; no concrete has been poured to date.
2. The runway contractor has constructed a haul road from the various borrow areas to the runway extension while, at the same time, cleaning out any pockets of organic material found in the runway extension area. The placement of fill material is presently ahead of schedule and the contractor anticipates getting all fill in place during the current construction season.

Namao

1. The foundations and brick work have been completed on the additions to the officers quarters. Foundations are in and brick work started on the additions to the other ranks quarters. The balance of the facilities will be constructed in the operational area near the southwest end of the primary runway. In this area, the grade beams have been poured for the composite industrial building. Two fuel storage tank foundations have been formed and reinforcing steel set.

2. The runway contractor has completed the overshoot on the southwest extension and has the third lift of base course material in place on the extension proper. A portion of the existing runway has been closed and work initiated on the overlay. Some time has been lost on the pavement work over the last two weeks owing to rain.

Cold Lake

1. All of the work to date has been in the operational area. The foundations for the fuel storage tanks, the composite industrial building and the aircraft maintenance dock have been poured.

2. The sub-grade has been prepared for the ramp, runway extension, taxiways and warmup pad. The hydrant fuel lines that run under the refueling apron are in place. Rain at Cold Lake has hampered the pavement preparation work and 3 ½ inches of rain have fallen in the past two weeks

3. The composite industrial buildings at Cold Lake and Namao have 70, 000 square feet of space and provide for the following functions: warehouse, fire station, auto maintenance shop, auto storage and an air-craft maintenance.

Additional Projects

1. The USAF Liaison Office associated with Construction Engineering has been given design and construction responsibility for USPF/ADC facilities to be constructed in Canada. The program approximates 30 million dollars and is composed of a Rearwards Communications System from Brevoort Island to Goose Bay, Labrador; eight TACAN Stations, and two Radar Improvement Programs. All of these programs are scheduled to be under contract during the current calendar year.

6 July 1959

Appendix "B"

Progress of the Polar Continental Shelf Project

I. Field Party: The party now in the field, based at Isachsen, N.W.T., numbers fifteen, and consists of one surveyor, one hydrographer, one gravitician, two geographers, one assistant geographer, one magnetician, three Decca engineers, one aircraft pilot, one aircraft engineer, two cooks, and one helper.

II. General report on conditions:

The field party has been hampered by persistent bad weather and a variety of mechanical and logistic difficulties, but the main aspects of the programme have been carried out successfully. Continual low ceilings, fog and snow, and failure of the radio navigation beacon at Isachsen, have made flying more than 100 miles from Isachsen a risky affair, particularly as there is no other aircraft in the vicinity capable of landing on the sea ice which could come to the aid of the party in case of difficulty. Consequently, in the interests of safety, the aircraft now stays with each party offshore, often for several days at a time. This means that only one party can work on the sea ice at a time, and also that any party working on the ice is limited, in Personnel and overall weight, to the capacity of a single Otter aircraft load.

The decision to prolong the field season from early July until late August has necessarily imposed a severe strain on the vital supply of aircraft fuel, and several projects of lesser importance, but requiring considerable flying, have been postponed until 1960. These include some physiographic and geophysical studies.

Several projects on Ellef Ringnes Island were based on the availability of a tracked amphibious vehicle, the RAT. After numerous mechanical breakdowns the RAT has become unserviceable, and is of no further use this season. Plans have had to be revised accordingly.

The party continues to enjoy the fullest co-operation from the Joint Arctic Weather Station at Isachsen.

III. Present Activities and Results.

A. Survey: The survey of the base line between Meighen Island and Borden Island has been completed. Azimuth determinations have been made on each island. Preparations have been made for a programme of survey designed to provide control for 1:50,000 mapping of northern Ellef Ringnes Island, but this project has been given relatively low priority and, in view of the impending shortage of aircraft fuel and the breakdown of surface transport, it is doubtful whether much can be accomplished this season.

B. Oceanography: With the completion of an oceanographic station in southern Prince Gustaf Adolf Sea (off the southeast corner of Mackenzie King Island), oceanographic work has been concluded for the season.

C. Decca Trials: The trials of field strength and phase stability of the Decca radio transmission have engaged most of the transport and personnel resources for the past month. Readings have been taken for periods up to three days at distances ranging to 200 miles from the 23-mile base line near Isachsen. The results of these trials are encouraging. Transmission from the mast is very satisfactory, which means that the ground mats, one of which is laid on river delta and the other on a silty hillside, both underlain by permafrost, are working effectively. The ground wave transmission appears to be stable, and skywave interference is not serious at this time of year for the frequencies being used. Signal strength at 200 mile distance is adequate, and "phase locking" on the projected slave site on Borden Island, 90 miles from Isachsen, is stated to be excellent. A detailed interim report is expected in late July. From present indications there seems little doubt that the Decca position fixing system will be suitable for this area for distances up to 200 miles.

The precise sites for the Decca slave stations are being selected, and preparation of the ground, establishment of anchors, etc., is being carried out during the present thaw period in order to facilitate the erection of the stations during cold weather next spring.

It appears that larger masts, of different design, will be needed next year, and that almost all the Decca equipment used in this year's trials will have to be returned and replaced with other equipment selected on the basis of these trials.

D. Gravimetry: Gravity readings have been taken at almost all places where aircraft have landed or surface parties visited. A fairly complete network of stations has been established over northern Ellef Ringnes Island, Peary Channel, and the Prince Gustaf Adolf Sea. The Worden Gravimeter has performed excellently. It is expected that the gravity programme will be completed by next July.

E. Geography: Physiographic studies have been hampered by the breakdown of the RAT tracked vehicle. Studies of the northeast part of Ellef Ringnes Island, near Louise Fiord, are now under way on foot, using caches established by aircraft. This party is still out, and no report of their findings has been received.

The ice-dusting programme, designed to determine the relative efficiency of various types and concentrations of dust in accelerating the melting of snow, snow-covered sea ice, cleared sea ice, and lake ice, has been systematically and carefully carried out. This programme should result in accurate basic data on the efficiency and practicability of artificially increasing the index of solar absorption.

F. Magnetometry: Magnetic readings are being taken at all possible survey, oceanographic, hydrographic, and geographic stations. Because of the persistent bad weather, which has restricted aircraft loads, and because of the breakdown of surface transport, these readings have not been as numerous or well spaced as was hoped for. However, enough information is being gathered to enable plans to be laid for an effective magnetic programme for 1960. One interesting magnetic anomaly has been discovered close to Isachsen.

G. Hydrography: The sounding programme has been continued at all offshore Decca mobile stations. A programme of sounding the inshore waters in the vicinity of Isachsen, using motor toboggans, is being started.

H. Glaciology: The plans for a glaciological study of the Meighen Island icecap have received further impetus as a result of the organization by Dr. G. Jacobsen of the Arctic Islands Expedition which plans to undertake glaciological work on Axel Heiberg Island in 1959, 1960, and 1961. It is the policy of the Polar Continental Shelf Project to co-operate with scientists working in the area or in similar fields as far as its principal commitments and resources allow. In the field of glaciology it is hoped that the project will be able to co-operate closely with this Jacobsen/McGill University Expedition and undertake complementary studies. The work to be carried out on Meighen Island in 1959 will include the placing and survey of accumulation and movement stakes, the survey of the profile of the icecap, an attempt at the determination of thickness of the ice by gravimeter, and shallow test pits to give a first indication of the stratigraphy and nature of the ice.

IV. Proposed length of Field Season.

It is anticipated that the present party will withdraw in stages as respective aspects of the programme are completed. The last parties, including the Decca and geographic parties, are expected to leave the field on August 25th.

V. Preparations for Oceanographic cruise of C.G.S. "Labrador", 1959.

Preparations are well advanced for a programme of oceanographic work in Canadian Arctic waters when the "Labrador" is made available for scientific work in the autumn of 1959. A.E. Collin, who will lead the four or five man scientific party, has prepared an oceanographic programme designed to take maximum advantage of the somewhat uncertain duration and location of the cruise. The "Labrador" has been refitted for oceanographic work. Most of the necessary equipment has been installed, and the remainder is now being assembled. Key personnel for the party have been selected and recruitment of others is under way.

6 July 1959

Appendix “C”

Operation Hazen

Introduction:

Operation Hazen was a Canadian IGY commitment in glaciology and undertaken by the Defence Research Board in the interests of maintaining a continuity with expeditions in 1953 and 1954, carried out along the Ellesmere Island ice shelf and in the main fiords.

Concomitant with the main investigation of the ice caps of the British Empire and United States Range, investigations to ascertain the climate and habitability of the Lake Hazen valley were also made with a view to determining its strategic importance in relation to air and other military operations, which might take place in the future.

Both tasks have now been successfully completed after a three-phase operation extending 18 months.

The plan for the operation envisaged:

- (1) A reconnaissance and preliminary survey and glaciological work on the Hazen ice cap; preparation was also to be made to set up a base camp for a wintering party of four in 1957-58. This was to be on the lake. A geological reconnaissance was also to be made by a member of the Geological Survey.
- (2) A wintering party who would undertake meteorological and climatic investigations for a period of 12 months in 1957-58.
- (3) A major glaciological and geophysical investigation in 1958 both on the ice cap and at the lake with complementary investigations of the geology, wildlife, botany, aquatic biology and archaeology in the area, this to be carried out by members of the Departments of Northern Affairs, Fisheries, and Mines and Technical Surveys.

The work was contracted to two universities, McGill and Toronto, although overall direction was held in the Defence Research Board Geophysical Section. Airlift and local flying was undertaken by the RCAF, who lifted some 70,000 lbs. from Resolute Bay in 1957 and 65,000 lbs. in 1958. The remainder of fuels and food was sea-lifted to the head of Chandler Fiord by the USCGC Westwind in the summer of 1957. This was the first time either Conybeare Bay or Chandler Fiord (some 70 miles in length) had been entered by a ship.

During 1957 the party consisted of 8 members, one of whom was from the Geological Survey; four McGill University graduates made up the winter party, while in the spring of 1957 a peak of 33 persons was reached on 19 May. This was gradually reduced to 19 members in mid-summer, 8 of whom were based on the ice cap while the others worked in the valley below; there was some interchange of party members. In both years the parties were brought out by sea in the third week of August.

Results

On the whole the investigations opened up a new and intriguing area in the Arctic Lake Hazen, centred at about 81°50'N, 71°W, is 45¾ long and 7½ miles wide. The deepest part, off Johns Island, has a depth of 864 feet. Summer temperatures of the water are 3°C during cooling to 1°C at about 500 feet. Its outlet is on the south side through the Ruggles River to Chandler Fiord and which falls 500 feet in 18 miles. The river at the lake entry is open for its first 2,000 feet throughout the winter.

The ice cap behind the lake is approximately 6,000 to 6,500 feet in height and two dominant nunataks pierce this ice cap; the first, Mount Oxford, almost due north of the lake and climbed in 1937 by a member of the Oxford University expedition to Ellesmere Island was found to be 7,170 feet, 2,000 feet less than previously estimated, while away to the west a higher peak was surveyed and found to be (with ±50) 8,340 feet. This is probably the highest peak in Canada east of the Rockies.

The lake was sounded with an echo-sounder mounted on a canoe and 62 sound lines were run. The limnology and aquatic life were at the same time also investigated; 40 temperature profiles and bottom cores were obtained and over 100 water samples taken. These are now being analyzed.

While the lake was a good fish population of Arctic Char (*Salvelinus alpinus*) growth of these fish appears exceedingly slow and as a further estimate of productivity of area it was also determined that the carbon fixed by phyto-plankton was extremely low. However over 670 char were taken by the Fisheries Research Board investigator in 1958 and it was concluded that the lake could support a few native families with dogs for limited periods.

Wildlife investigation in the valley established the presence of over 200 musk-oxen and a few small herds of Peary Caribou. Two unusual bird breeding records were established, that of the Lapland longspur and Bairds sandpiper.

Complete meteorological records for twelve months were obtained and are believed to be unique insofar that they represent the only records from an inland station at this latitude. It was established that an intense surface inversion insulated the valley from all but the most vigorous synoptic developments. Temperatures below -50° occurred

on 73 days and below -40°F in each of the seven months of the year between October and April. Windchill however never exceeded the maximum for Dorval Airport in any month, this being solely due to low wind speeds encountered at the station which did not exceed 3.6m.p.h. (mean monthly) at any time (in July). Precipitation approached 2-3 inches water equivalent, indicative of an extraordinarily arid climate.

Geological investigations by the Geological Survey established that there are three major geological sequences. These are:

- 1) The Cape Rawson beds extending north-eastward from the lake to the Arctic Ocean consisting of tightly folded metamorphic and which underlie the plateau south-east of the lake and the United States Range. These are considered to be late paleozoic.
- (1) Late paleozoic sediments of arkose sandstone and conglomerates overlying the Cape Rawson beds with a very large angular conformity, and
- (2) shales and weakly consolidated sandstone with fairly thick coal beds which in turn underlie the foothills of the United States Range on the north side of the lake and to the north-east of the lake. These sediments have been downfaulted and are bounded to the north by a fault zone confirmed by regional gravity observations. These sediments are considered to be possibly permo-carboniferous.

Geomorphological studies show that the erratics extend to the tops of all mountains and that glacial movement was, when it covered the whole area, dominantly north to south. Such a movement does not support the theory of the confluence of the Greenland and Ellesmere ice caps as put forward previously.

A survey across the ice cap was made using as a reference station the Geodetic "Hiran" station established in the area in 1957. The object of this survey, which employed the subtense bar method and leveling, was to:

- (1) obtain the coordinates and elevations of all geophysical stations on the ice cap;
- (2) obtain the rate of glacier movement.

Traverses extending northward 120 miles to the Arctic Ocean and over the main range at 6,100 feet were made. These traverses were extended westward along the axis of the United States Range for approximately 40 miles.

Data obtained was reduced to geographical coordinates by programming on a Burroughs 101 Computer¹⁸⁴ by the Computation and Analysis Section of the Board.

Glaciological investigations on the ice cap established the thickness of the ice field by a series of seismic profiles in critical areas. These profiles were extended areally by gravity measurements, the latter method, due to lightness and simplicity of equipment, offering many advantages over the seismic.

Accumulation of snow on the ice cap appears to be approximately 6 inches per year and seismic investigations showed a high density, high velocity layer at approximately 100 metres or say in a time scale of about 1300 A.D. (which may coincide with the known climatic change in south Greenland). Change of climate at about this time is also confirmed to some extent by certain archaeological evidence uncovered in the valley.

It is evident that at the moment there is a net volume decrease in the Gilman Glacier and its feeder areas and it is probable that all other glaciers flowing south from this ice are suffering a net volume loss. Movement averaged 6 cms. per day, very small in a glacier of this size and thickness, and the measurements made indicate that the mean annual temperature above the glacier is -18°C (0.5°F) at 3500 feet.

A detailed meteorological and radiation programme was also carried out on Gilman Glacier and interior icefield. Data obtained has not yet been analyzed.

Five absolute gravity stations were established at tide water on both sides of the mountain range and at the main base.

Geophysical data obtained from a gravity traverse from Clements Markham Inlet in the Arctic Ocean to Chandler Fiord (120 miles) is also in the process of analysis; over 400 stations were occupied on this traverse. The raw data does, to some extent, confirm the hypothesis of a major fault zone on the north side of the lake.

A seismic programme to establish both velocity and depth of the ice was undertaken. Over 1,400 lbs. of explosives were used and 200 records obtained. Profiles show the glacier valleys to be saucer-shaped and essentially reflections of mature preglacial drainage system, little glacial scour having taken place.

The National Museum archaeologist examined 33 occupation sites, and in particular, a site at the outlet of the lake on the Ruggles River, which had been opened in the last century by Lt. A.W. Greely. This site was surprisingly rich and consisted of two houses, summer and winter, occupied by a couple, a man and his wife. The man had apparently died first and had been laid out by the wife in the summer home. The

¹⁸⁴ *Editors' note:* misspelling in original document.

woman later died in the winter house. Since that time there is strong geomorphological evidence that a sharp climatic change had taken place and which suggests that a correlation of periglacial and permafrost data with archaeological evidence here might well be mutually rewarding.

It is suggested that the earliest occupation of the Lake Hazen area was about 950 A.D. and occurred as a seasonal migration (hunting trips) of natives after a period of Dorset culture in North-west Greenland. Though four migrations have known to have moved through the Canadian Archipelago, there was no evidence that any of these migrations passed through Lake Hazen valley. It therefore appears to be a "cultural cul-de-sac". It is probable that these hunting trips stopped in the 15th century (1400 A.D.) except for a brief revival in Peary's time (1906).

Botanical studies established the range extension of sixteen species and over 2,950 specimen sheets were prepared. Two sets have been made up from these sheets, one of which has been deposited at the National Herbarium (National Museum).

Soil temperatures at various depths at the base camp were also measured throughout the year and the position of the permafrost active layer established. A seed bed above one set of thermocouples was cultivated and correlation of growing rates with soil temperature, air temperature and radiation attempted.

Observations

It was generally agreed by all who took part in "Operation Hazen" that the marriage of so many (19) intellectual and scientific skills on the expedition was extremely stimulating. It is certain that if a judicious choice of personnel of sufficient maturity is made on such an expedition, an interrelationship between all the disciplines concerned quickly develops. This was the case here.

Finally there were no casualties, human or materiel, indicative of the care which each member of the party took in attempting to obtain the maximum results for the time and money expended.

A list of personnel who made this operation the success it was is attached.¹⁸⁵

¹⁸⁵ Editors' note: We have not reprinted the list in this document collection.

55. The fifty-fifth meeting of the Committee was held on Monday, November 9, 1959, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Mr. J.R. Baldwin, Deputy Minister of Transport.

Dr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. R.G. MacNeill, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical surveys.

Mr. F.A. Milligan, representing the Deputy Minister of Defence Production.

A/C R.C. Weston, representing the Chairman, Chiefs of Staff.

Supt. H.A. Larsen, representing the Commissioner, R.C.M. Police.

Mr. R.F. Legget, representing the President, National Research Council.

Dr. H.A. Procter, representing the Deputy Minister of National Health.

Mr. V.F. Valentine, Department of Northern Affairs and National Resources (Acting Secretary).

Also Present:

Dr. E.F. Roots, Department of Mines and Technical Surveys.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources,

Mr. A.T. Davidson, Department of Northern Affairs and National Resource.

Mr. A. Laframboise, Privy Council Office.

Mr. G.Y. Loughead, Department of National Defence.

LCDR. E.M. Jones, RCN, Department of National Defence.

Mr. D.A. Forsyth, Department of National Defence.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Reports

(a) U.S.A.F. Refueling Bases in Canada (Secret)

1. Mr. Forsyth reported that in general work has progressed on schedule at the four bases. At Frobisher Bay work on the extension to the runway ceased in mid—October. At Fort Churchill the earlier delays caused by difficult soil conditions were overcome. Asphalt surfacing operations ceased at the end of October and will be carried out again next summer.
2. However, bad weather slowed down progress at Cold Lake and Namao. At Namao some of the concrete work was done on the parking apron and the taxiway but few buildings were completed. At Cold Lake most of the exterior construction work and the work on the railroad spur were completed.
3. It is expected that these bases should be operational by early 1960 or late 1961. (See Appendix “A” for detailed report).

(b) DEW Line And BMEWS (Secret)

4. Mr. Loughhead reported that both the DOT and USAF were studying a plan to provide more frequent weather reports along the DEW Line.
5. Provision of accommodation and other facilities to commercial airlines along the DEW Line was also considered. It was suggested that if any new plans were being formulated by Northern Affairs both National Defence and Transport should be consulted to give their views.
6. Mr. Robertson commented that only a preliminary study of the problem was being undertaken by Northern Affairs. Once the potential requirements for facilities at various locations on the DEW Line and other places were known, then other departments would, of course, be consulted.
7. Mr. Loughhead also reported several other points affecting the DEW Line as follows:
 - (1) The USAF was considering installing some TACAN facilities at the main DEW Line sites. However, no official decision has been reached on this.

- (2) Nordair requested services at Cape Dyer without consideration to the strain on facilities, They flew in a heavy cargo which could not be easily handled. Prior agreements specified that notice must be given when stevedoring or messing facilities are required.
- (3) A supply contract with Wheeler Airlines will be negotiated with effect from July 1, 1959, to June 30, 1960. This was not yet executed and Wheeler was operating under the terms of the old contract.
- (4) Canadian employment on the DEW Line was 93% of the total labour force.
- (5) The USAF would be holding a briefing on the three BMEWS installations on Friday, November 13, at 10:00 a.m. in the Board Room of the National Film Board, Kent—Albert Building, and Committee members were invited to attend.

(c) Polar Continental Shelf Expedition (Unclassified)

8. Dr. Roots reported on the progress of the 1959 Polar Continental Shelf Expedition and on the plans for 1960. The 1959 season ended in late October and was essentially of a reconnaissance nature to lay foundations for an intensive study in later years. The main objectives were accomplished. The Decca positioning system was used successfully over sea ice. Four oceanographic stations were established in the Prince Gustaf Adolf Sea. Geographical, physiographical and stratigraphical studies of northern Ellef Ringnes Island and Meighen Island along with brief glaciological observations were made.

9. The 1960 programme will run from March to October, embracing the same disciplines as in 1959 with the addition of refraction seismology, marine biology and botany. Several scientific stations will be established on a northwest line from Cape Isachsen out to about 400 miles from shore. If this is successful similar lines will be run from Cape Malloch and Meighen Island. The physiographic, hydrological, geographical, land geological and botanical programmes will start in May. The botanical programme will be done by the Department of Agriculture. The glaciological studies will be carried out in co-operation with the Jacobsen-McGill Expedition.

10. It is expected that the 1960 party will comprise about 58 persons, including 24 professional scientists or surveyors. Aircraft, helicopters, and

tracked snow vehicles will be used. The main base will again be at Isachsen where independent camp facilities will be built adjacent to the Joint Arctic weather Stations. (See Appendix "B" for detailed report).

(d) Oceanographic Programme of the Department of Mines and Technical Surveys (Unclassified)

11. Dr. van Steenburgh reported that the proposed Oceanographic Institute near Halifax was approved by Treasury Board. A site was chosen in the Bedford Basin near Dartmouth and a sum of \$325,000 allotted for site clearance in preparation for the construction of several main buildings. Other construction will be subject to the annual review of funds.

12. Contracts covering the docking facilities will be given in April, 1960, for completion eighteen months later. Final contracts will be let in early 1961. This is co-ordinated with the completion date of the CGS Hudson in late 1961 or early 1962. This establishment will cost approximately \$3,500,000. Adding \$7,250,000 to build the CGS Hudson, and \$12,000,000 for three smaller ships, the total investment will be about \$23,000,000. This should quadruple Canadian government oceanographic and hydrographic activities within five years.

13. Tenders for the CGS Hudson were issued and the contract will be let around April. The CGS Labrador was refitted as a research vessel and spent five weeks in Hudson Strait this summer.

14. Mr. MacNeill added that the only restriction placed by Treasury Board on this project was in timing the different stages of the programme to include the phasing in of personnel.

(e) Alternative Site to Resolute (Restricted)

15. Mr. Baldwin reported that Radstock Bay seemed to be a favourable alternative site to Resolute. There were three possible locations for a 6,000-foot runway. There was a good source of fresh water and good conditions to build sewage disposal facilities. The ground was suitable for road construction.

16. Because of its high cost the meteorological survey was not carried out for the full twelve-month period as is usually done before establishing a new airfield.

17. Dr. van Steenburgh added that Radstock Bay had a very good harbour, was open three weeks longer than Resolute, and generally had more to offer than Resolute. Oil companies might like to establish a fuel depot at the location. The Polar Continental Shelf Project used drummed fuel last summer and stocked 350 tons at Resolute: if all government requirements were pooled the tonnage would be sufficiently high to obtain reduced rates from the oil companies.

18. Mr. Robertson agreed but said that the scientific activities which were to take place in the area would have to be known well beforehand.

19. Mr. Sivertz was concerned that ships in Resolute Bay were threatened by ice. A safe harbour such as Radstock Bay was a high priority.

20. Supt. Larsen confirmed Mr. Sivertz's views: the Resolute harbour is so open that winds and currents can push the ice close to shore. At Radstock Bay there was more room to move around even if ice entered the more protected harbour.

21. Mr. Baldwin stated that it would cost at least \$100,000 for a meteorological team to survey Radstock for a year. Supporting facilities were not included in the cost. Such a major expenditure should not be undertaken unless the move were a definite proposal.

22. Mr. Sivertz added that oil companies exploring in the Arctic Islands in 1960 would wish to build field camps. It should be determined whether this should be done at Resolute or at Radstock Bay.

23. Mr. Robertson said that because there were several other large projects now under way it might be preferable to postpone this proposal.

24. Mr. MacNeill stated that the Treasury Board would want a very detailed economic study of this problem such as had been done prior to the move of Aklavik.

25. Mr. Legget stated that the meteorological investigation was costly but much less so than the whole programme. A decision could be made on the basis of a preliminary economic study. A meteorological survey could follow if desirable.

26. Mr. Baldwin suggested that it would be in the province of Northern Affairs to carry out such an economic study.

27. The Committee agreed that the Department of Northern Affairs should carry out a study of the economics involved in a possible move of Resolute to Radstock Bay.

(f) Take-Over of DEW Line Airstrips by DOT (Confidential)

28. Mr. Loughead reported that DOT would fully take over Cambridge Bay on April 1, 1960. The Department of Northern Affairs should be asked to change the land registration from National Defence to Transport. At the moment the USAF Co-ordinating Staff were working out with DOT and FEC their respective areas of jurisdiction. Cape Dyer is the next site to be taken over by DOT and Treasury Board approval has been requested.

29. Mr. Robertson asked if dates had been set for the take-over of the other sites.

30. Mr. Baldwin confirmed that Cambridge Bay would be fully operative by 1960 and that Cape Dyer would be taken over next year if funds were available to permit final construction by 1961. There was no priority list to take over Hall Lake, Cape Parry, and Tuktoyaktuk.

(g) The Whitehorse Escapement Problem (Confidential)

31. Mr. Baldwin reported that tenders have been called to remove several DOT buildings close to the crest. Contracts will be let this winter to construct the surface drainage system next spring. A protective fence would then be erected.

32. Mr. Robertson added that Northern Affairs had previously agreed to plant seedlings to assist in the rehabilitation of the slope.

33. The Committee

(a) noted the progress reports as submitted, and

(b) agreed that Northern Affairs would report further on the alternative site to Resolute.

II. Items for Discussion

(a) Project CHARIOT (Unclassified)

34. Mr. Robertson stated that the U.S. planned to create a harbour in Alaska using atomic explosions. The Department of External Affairs was asked to find out what safeguards the U.S. were providing to minimize the effects of radioactive fall-out in northern Canada.

(Secretary's memorandum Document ND-286 dated October 30, 1959).

35. Mr. Tovell replied that investigations were still being made and that a report was not available.

36. Mr. Legget pointed out the magnitude of atomic explosions. The far-reaching effects of the five Nevada desert test shots a few years ago were only now being realized. Apparently 50% of the heat generated by the blasts was still trapped underground one year after the firing. The shock waves caused three-foot fault movements although the blast occurred one thousand feet underground. One blast pulverized 200,000 cubic yards of rock. He concluded that such explosions should not be taken lightly.

37. The Committee noted the report on Project CHARIOT.

(b) Report of the Northern Communications Sub-Committee (Confidential)

38. Mr. Baldwin submitted his report as Chairman of the Communications Sub-Committee. He recommended that CNT [the Canadian National Telegraph Co.] should establish a communications system in the Mackenzie District. The needs of the oil companies exploring in the north were also discussed and the Department of Northern Affairs had agreed to collate the companies' requirements.

(Secretary's memorandum Document ND-287 dated October 30, 1959).

39. Mr. Davidson added that some meetings had already been held with oil company representatives. They were very interested in this development and some were coming to Ottawa to discuss the matter further.

40. Mr. Baldwin stated that the extension of the CNT service from Whitehorse to Mayo was progressing favourably. Work would reach Carmacks in April and Mayo next summer.

41. The Committee noted the report of the Chairman of the Northern Communications Sub-Committee.

III. Items for Information

(a) Gas and Oil Exploration Permits in the Northwest Territories (Unclassified)

42. Mr. Robertson mentioned that four oil companies had taken out permits in a fairly large area of the Mackenzie District last month, indicating the substantial interest of oil companies in northern exploration.

(Secretary's memorandum Document ND-288 dated October 30, 1959).

43. Mr. Davidson added that about 60 crews (some 500 men) were operating on the mainland south of the Mackenzie Delta. This winter some twenty wildcat wells may be drilled and next summer greater activity is expected. In the winter of 1960 more wells may be drilled if the companies meet with success this winter.

44. In the Arctic Archipelago this summer six companies carried out exploration work. Next summer the effort may be more concentrated and may include drilling. The oil and gas regulations have not been released and, therefore, the oil companies could not formulate definite plans. However, a total of 98 million acres were taken out in priorities in 1959.

(b) Curtiss-Wright Aircar Demonstration (Unclassified)

45. Mr. Robertson stated that a new type of vehicle for northern transportation was designed by the Curtiss-Wright Aircraft Company. This was only a prototype.

(Secretary's memorandum Document ND-289 dated October 30, 1959).

(c) Fort Churchill Rocket Range (Confidential)

46. Mr. Robertson stated that the draft note to be submitted by the American government for the operation of the Fort Churchill Rocket Range

by the U.S. Army was not completely reviewed.

(Secretary's memorandum Document ND-290 dated October 30, 1959),

47. Mr. Tovell added that the project had been approved in principle by the Cabinet, subject to certain conditions and that the Canadian redraft of the U.S. draft note would be presented shortly to the U.S. Embassy.

(d) Tenth Alaskan Science Conference (Unclassified)

48. Mr. Robertson stated that the Tenth Conference was held in Juneau (Alaska) last August, and dealt with a great number of scientific disciplines.

(Secretary's memorandum Document ND-291 dated October 30, 1959).

(e) Arctic Institute - Expedition to Devon Island (Unclassified)

49. Mr. Robertson stated that the Arctic Institute planned an expedition from 1960 to 1962 in the Devon Island area, to carry out research in oceanography and hydrography and other scientific fields.

(Secretary's memorandum Document ND-292 dated October 30, 1959).

50. Dr. van Steenburgh understood that the publication of hydrographic information in the area north of 71° N. was restricted by the Security Panel but that the panel had been requested to review the matter.

51. Mr. Robertson added that Northern Affairs would take this up again with the panel and give a report to the Committee at its next meeting.

52. The Committee

- (a) noted the items for information, and
- (b) agreed that Northern Affairs should enquire into the security classification of hydrographic information in the area north of latitude 71° N.

IV. Items of General Interest

(a) DEW Line Inspection Tour (Confidential)

53. Mr. Valentine reported that Northern Affairs, at the request of External Affairs, had co-ordinated a combined U.S./Canada tour to the DEW Line and other northern points during the week of October 3-10. The party was made up of seven Canadians led by Mr. O'Hurley, Minister of Defence Production, and by Mr. Browne, Minister-without-Portfolio, and six Americans, led by Mr. Wigglesworth the U.S. Ambassador to Canada and by Mr. Allen Dulles, Director of the U.S. Central Intelligence Agency. Food and accommodation were provided at Canadian points by Northern Affairs, National Defence, and Transport. Two aircraft were used, a USAF C-54 for the northern leg of the trip and a DOT Viscount for its southern leg. The tour included visits to Frobisher Bay, Hall Lake, Thule, Cambridge Bay, Inuvik, Elmendorf (Alaska), Anchorage (Alaska), Cold Lake, and Fort Churchill.

(b) Reported Islands Near Ellef Ringnes Island (Unclassified)

54. Dr. Roots reported the finding of large floating masses resembling islands but containing hills of granite boulders geologically different from the surrounding formations, presumed to be very large and highly eroded masses of ice carrying morainic material. These masses were probably what recent Russian maps of the area indicated as being islands. The Russians have apparently taken photographs of the area either directly or from radar presentations.

(c) First International Symposium on Arctic Geology (Unclassified)

55. Mr. Valentine reported that the Symposium will take place in Calgary from January 11 to 13, 1960. The main objectives will be to establish contacts and arrange international co-operation between groups working in the Arctic, and also to consider the publication of an international periodical devoted to Arctic Geology and related subjects. The Symposium is sponsored by the Alberta Society of Petroleum Geologists and both the Alberta and Federal governments have contributed a small grant.

56. The Committee noted the items of general interest.

V. Other Business

57. There was no other business.

VI. Date of Next Meeting

58. The Committee agreed to meet on Monday, December 14, 1959, at 2:30 p.m. in the Privy Council Committee Room, East Block.

V.F. Valentine
Acting Secretary

Department of Northern Affairs and National Resources,
November 30, 1959.

Appendix "A"

SECRET

Status of Refueling Base Project

General

Since the last report on July 6, work has progressed on schedule at each of the four bases. Weather has been the major hindrance, particularly at Cold Lake and Namao where rainfall during the months of July, August and September was excessive. The following is a summary, by site, of work progress to date:

Frobisher Bay:

Composite structure and power house - fully closed in. Temporary heating used to permit interior mechanical and electrical work. Permanent heat will be available from the plant by Feb. 1, 1960.

External mains - Completed.

Utilidor enclosure - 30% completed.

Runway - paving ceased about mid-October. Top grading has been completed on the runway extension, and on the taxiways and operational apron. Some rock removal is still required on the east side. The bulk of the asphalt surface work is to be done during 1960.

Bulk and operational POL storage tanks - Completed but the final hydrostatic testing has been delayed until next summer.

Under apron piping and fuel hydrants - to be completed next summer.

Churchill:

Notwithstanding the delays caused by difficult soil conditions work is proceeding on schedule:

| | |
|--|---------------------------------|
| <u>Warehouse and flyaway kit building;</u> |) Framing, Roofing and external |
| <u>Aircraft maintenance shop;</u> |) sheeting complete. Work will |
| <u>Aircraft maintenance docks;</u> |) continue this winter on the |
| <u>ME garage addition;</u> |) interiors. |

Airmen's dormitories and officer quarters - will be 100% complete by the end of January and February 1960 respectively.

Readiness crew building - work was suspended because of weather. A major effort will be required in 1960 to complete this building on schedule.

Runway - paving ceased on 30 October ahead of schedule. Because of the large area of asphaltting to be completed much work will have to be done next summer to meet the scheduled deadline.

POL piping - 30,000 feet were installed between the Marine Terminal. and the base (45% of requirement.)

Four POL storage tanks - have been completed except for hydrostatic testing and painting: this is scheduled for next summer.

Pumphouse - has been closed in and interior mechanical work will be completed this winter.

Namao:

Wet snow and rain have delayed the progress of the work:

Officers' quarters and airmen's dormitories - Have been completed except for final clean-up.

Water storage reservoir - Ready to be connected to watermain.

Three jet fuel storage tanks - Completed and undergoing hydrostatic test.

Avgas storage tank - Completed but not yet tested. Supports for above-ground piping - Almost all in place. Under apron piping - Completed.

Operational and unloading pumphouses - Closed in, internal mechanical work in progress.

Composite building - Exterior work complete except for 4 concrete floor slabs.

Readiness crew building - Masonry complete to first-floor; work started on the second floor.

Aircraft maintenance dock - Steel erected.

Runway - One lane of concrete on the apron and an additional lane on the warm-up pad and taxiway are complete. No asphaltting accomplished.

Cold Lake:

Aircraft maintenance dock - Steel work and roofing complete. Sealing insulation and side sheeting are being installed.

Composite industrial building - All exterior work complete. All floor slabs have been poured and the interior mechanical work finished.

Water reservoir - Complete except for tie-in to watermain. Officers' quarters - Roofing and sheathing underway.

Airmen's dormitory - Both extensions closed in. Exterior finishing is in progress along with framing of interior partitions and roughing-in of electrical circuits, etc.

Readiness crew building - Masonry work complete and the first floor slab has been poured

Operational pumphouse and unloading pumphouse - Complete. Four storage tanks - Two complete, two half finished.

Under-apron piping - Complete, with line run to the Operational Pumphouse.

Railroad spur - Complete.

Runway - All concrete is in place except around the hydrant outlets in the apron. The contractor is trying out a method of heating the binder course to lay the finish course.

9 November 59

Appendix "B"

UNCLASSIFIED

The Polar Continental Shelf Project, 1959

The 1959 field activities of the Polar Continental Shelf Project ended with the return of the parties from Isachsen on October 14 and from the Foxe Basin-Hudson Strait area on October 25.

The Isachsen party was in the field since mid-March and comprised nineteen persons, although not all were in the area at any one time and no single individual remained more than five months. The 1959 field programme was essentially in preparation for a larger and more thorough study in 1960 and subsequent years. Almost all of the project's main objectives were accomplished.

Progress in 1959

The sea portion of the base line survey joining Meighen Island, the Fay Islands, Amund Ringnes Island, Ellef Ringnes Island and Borden Island was completed. The points still to be measured were permanently marked and it is expected that there will be no difficulty or loss of accuracy in completing the survey next spring. The sites for the transmitting aeriels of the electronic position-finding equipment were chosen in the northwest section of Meighen Island, Cape Isachsen on Ellef Ringnes Island, and near Cape Malloch on Borden Island. Once erected, their precise positions will be tied into the base line survey before calculating the final base line.

A tellurometer-and-theodolite traverse and a local triangulation network were completed, fixing the positions of many points in the Noice Peninsula and Deer Bay areas with respect to the shoran geodetic network. The operation of tellurometers was difficult at low temperatures. Some of the difficulties were overcome by special field techniques. New equipment and techniques to be used in 1960 will solve some of the design problems.

The propagation speed of electromagnetic ground waves, and signal strength and stability were measured by Computing Devices of Canada Limited for the Polar Continental Shelf Project. A conventional 600-watt Decca master and slave transmitting station was used on a 23-mile base line, mostly over sea ice. Signal readings were made over a 24-hour period, up to 230 miles from the transmitters, repeated later in the season to indicate the change under different conditions. The strength and stability of electromagnetic ground wave transmission were satisfactory and there was no sky-wave interference. The propagation speed of the ground wave varied considerably (up to 1 part in 3,000) as the snow cover disappeared and sea ice became puddled. On the basis of these tests, a 600-watt Decca "6f Lambda" hyperbolic survey system was designed to meet the position-fixing requirements of the Polar Continental Shelf Project. This system was accurate to about 100 feet at 100 miles range, and to about 3,000 feet at 300 miles over sea ice, and will be erected next spring.

Four oceanographic stations were established in the Prince Gustaf Adolf Sea. Wire and echo soundings were made to calibrate the sounder and give a measurement of the net speed of transmissions of sound waves under local conditions. Temperature and salinity samples were obtained at all standard depths. Measurements of current

were attempted but no result was achieved. At each station a bathythermograph cast was made to obtain a temperature-depth profile. Samples of the bottom were taken with a small gravity corer. Several profiles were obtained of the bottom of the bay near Isachsen. The steep underwater slopes and irregular bottom topography were in contrast with the generally low gradients of the land mass.

More than two hundred gravity measurements were made on sea ice and on land. The Worden gravimeter gave consistently reliable results on sea ice. Gravity profiles were made across some geological structures. A peculiar island-like mass north of Cape Isachsen contained large hills of granite boulders. It is thought to be an ice island carrying morainic material.

Geological studies included further observations of the stratigraphy of northern Ellef Ringnes Island and Meighen Island. In addition physiographic studies were made of parts of eastern and northern Ellef Ringnes Island. The occurrence and formation of ground ice was observed. Water and sediment samples were collected and preliminary geomorphological and hydrological observations made on a lake and two river systems in preparation for a continuing study of the hydrology of arctic rivers.

Brief glaciological observations were made on the ice cap of Meighen Island in the spring, and a glaciological station was occupied on the summit of the ice cap for four weeks in late summer. A series of measured stakes were surveyed to determine the accumulation, ablation, and movement of the ice on longitudinal and transverse profiles. Ice temperature and gravity profiles were made along these lines. Organic material disgorged from under the ice was collected for palaeontological analysis and radioactive age determination. Observations were made on the relationship between accumulation on the ice cap and the pattern of sea ice and open water to windward.

A number of small glaciers on Ellef Ringnes Island were studied and measured. Samples of their material were taken for tritium analysis. Studies of the growth and decay of these glaciers may give an indication of recent climatic trends in the area.

Accelerating the melting of snow and ice by changing the index of solar heat absorption was investigated. Seven plots were laid out on snow-covered sea ice, bare sea ice, and lake ice. Different mixtures of cinders, salt, and fly ash were prepared, one for each plot in each area. The progress of melting was recorded by direct measurement and by stereo-photogrammetry, and correlated with the meteorological conditions. The speed of melting was thus related to the composition, degree of fineness, and amount of "mixture" on the surface.

A large ice island, tentatively identified as the remains of "T 1" was discovered in southern Prince Gustaf Adolf Sea. It is planned to study its surface deterioration and internal temperature to determine the feasibility of using the surface as a summer airstrip.

The Otter aircraft proved excellent: 443 landings were made on unprepared places including muddy ground and water covered ice. Flying conditions were generally good from March until late May but poor during the summer.

The four-man oceanographic party working from CGS Labrador included personnel from the Atlantic Oceanographic Group of the Fisheries Research Board, and the Great Lake Geophysical Group of the University of Toronto. Work began in southern Foxe Basin on October 2 and continued in northeastern Hudson Bay and western Hudson Strait until October 13.

In addition to normal temperature observations and salinity samples, determinations of dissolved oxygen at standard depths were carried out at fifty-six stations. Plankton was collected and bottom samples obtained throughout the area.

Plans for 1960:

The 1960 field programme, from March to October will embrace the same disciplines as in 1959 with the addition of refraction seismology, marine biology and botany. A traverse will be run northwest across the continental shelf from Cape Isachsen to about three hundred miles from shore. Oceanographic, refraction seismic, geological magnetic, and biological stations will be established along this line at intervals of 10 kilometers for the first 50 and every 50 kilometers thereafter. If the first is successful similar lines will be run from Cape Malloch (Borden Island) and from Meighen Island. A second team will start a systematic survey of the Prince Gustaf Adolf Sea, Peary Channel and the area between the offshore traverses with stations spaced at 50 kilometer intervals. Another team will work the "fill-in" stations on a 10 kilometer grid. The Fisheries Research Board will undertake marine biology concurrently with the oceanographic work.

An independent survey party will travel down the western edge of the archipelago between Borden Island and Banks Island to establish survey control and make a line of soundings and oceanographic stations across all straits and channels. On the return trip a second line of stations will be established about 100 miles to the east.

The teams will complete the season in southern Prince Gustaf Adolf Sea, Peary Channel and Hassel Sound. The seismic party will run traverses across critical geological structures on Ellef Ringnes Island and measure the thickness of the icecap on Neigh= Island. Gravity and magnetic surveys will be made on the islands.

The research activities will start in May, mostly on Ellef Ringnes Island. An attempt will be made to measure stream run-off, sediment load, river erosion and deposition, and relate these to geological formation and to permafrost conditions. Physiographic and geological work will be carried out on Meighen Island, partly in connection with studies of the icecap there. The Botany and Plant Pathology Division of the Science

Service, Department of Agriculture, will carry out studies in the area.

The Meighen Island icecap, the small glaciers on Ellef Ringnes Island and the glaciers of Axel Heiberg Island will be studied in co-operation with the Jacobsen-McGill Arctic Research Expedition.

Studies of sea ice will include measurements of progressive changes of thickness, composition and structure from late winter through the summer, and to the following winter; these will be correlated with relevant meteorological and oceanographic data. The break-up, circulation, melting and reforming of the sea ice will be studied regionally and in detail.

Further studies will be carried out in the field of radio wave propagation and on the effects of permafrost, sea ice, ionospheric reflective layers, and magnetic disturbances on radio transmissions in the Arctic.

The field party for 1960 will comprise about 58 persons including 24 professional scientists and surveyors. The project will use two single-engine aircraft, 3 helicopters, and 8 tracked snow vehicles. The main base will be at Isachsen where independent camp facilities will be built adjacent to the Joint Arctic Weather Station.

November 9, 1959.

56. The fifty-sixth meeting of the Committee was held on Monday, December 14, 1959, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources(Chairman).

Dr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. Dana L. Wilgress, Chairman, Canadian Section, P.J.B.D.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

A/V/M A. de Niverville, representing the Deputy Minister of Transport.

Mr. F.A. Milligan, representing the Deputy Minister of Defence Production.

A/C R.C. Weston, representing the Chairman, Chiefs of Staff.

Supt. H.A. Larsen, representing the Commissioner, R.C.M. Police.

Mr. R.F. Legget, representing the President, National Research Council.

Mr. C.I. Fairholm, representing the Deputy Minister of Citizenship and Immigration.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources (Acting Secretary).

Also Present:

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. A.T. Davidson, Department of Northern Affairs and National Resources.

Mr. A. Laframboise, Privy Council Office.

Mr. H.B. Dickens, National Research Council.

Business Arising Out of the Minutes of the 55th Meeting:

(a) Security Classification of Hydrographic Information (Restricted)

1. Mr. Robertson referred to a letter from the Joint Security Committee

(attached as Appendix "A") summarizing the Committee's point of view in recommending the retention of the classification Restricted on hydrographic charts and in addition its application to charts containing geodetic, gravimetric, and hydrological information north of latitude 71 °N.

2. Dr. van Steenburgh said that as he understood the situation, it was thought that hydrographic information published in oceanographic papers did not need to be classified but the same information on hydrographic charts should be. The object in having gravimetric information classified would be because it was vital data for ballistic missile development and guidance.

3. Mr. Robertson pointed out that the exploration and development of minerals in the north might be hampered if geodetic, gravimetric, and, related information were classified. Hydrographic data might be useful for the development of new transportation methods which could cut down the cost of operations in some parts of the north. The classification of Restricted could have serious repercussions in this regard while not, perhaps, having much real security value.

4. Dr. Zimmerman said he did not see the significance of choosing the 71st parallel as the line beyond which hydrographic charts had to be classified: If the United States could openly publish the results of its hydrographic work in the Davis Strait and Baffin Bay areas, it seemed illogical to classify the information from Canadian sources. The problem should be reviewed to find out

(1) whether it is in fact necessary to classify hydrographic charts at all and

(2) whether the 71st parallel has any logic about it.

Perhaps the R.C.N. should review its security requirements and determine which specific areas, if any, should be covered by a security classification.

5. Dr. van Steenburgh added that as a result of the restriction, work in his department was slowed down and even stopped as in the case of the development of bathymetric charts for the International Hydrographic Bureau. If hydrographic information remained classified, other agencies which might want to use it "in the interest of Canada" would not be able to because they might not know of its existence.

6. A/C Weston said the Security Panel and the Joint Security Committee had reviewed this problem and considered that the security classification could not be removed. He suggested that members of the interested departments attend one of the Security Panel meetings to inform the Panel of the problems faced by various departments because of the restriction.

7. Mr. Robertson agreed that the problems and requirements of the various agencies involved needed to be sorted out. The necessity for classifying hydrographic, geodetic, gravimetric and hydrological information must be definitely established, and any necessary classification should be limited to the absolute minimum that was unavoidable.

8. A/C Weston added that the R.C.N. was concerned that the available information indicate[s] to a potential enemy that submarine navigation was possible in northern areas. If the hydrographic information being collected by the U.S.S.R. was not traded with Canada, one consideration in favour of the information collected by Canada remaining classified would be as an item for a possible exchange.

9. The Committee agreed that departments concerned should

- (a) study the need to classify hydrographic and related information north of latitude 71° N.;
- (b) make known their individual requirements and points of view, and
- (c) discuss the matter with the security, officers in order to arrive at a satisfactory solution.

(b) Communications Needs of Oil Companies (Unclassified)

10. Mr. Davidson reported that meetings were scheduled with oil company representatives and DOT for the last week in January. The Canadian Petroleum Association attached great importance to the provision of adequate communications and plans to send a number of representatives to Ottawa including two members from its Board of Governors to attend the meetings.

11. A/V/M de Niverville added that DOT was trying to make available more radio frequencies to oil companies. Improvements to the communications system initially set up by the R.C.C.S. were also planned. The oil companies found themselves in an awkward situation because of a

lack of private communication facilities and the DOT is making an effort to provide them with a better service.

12. Mr. Steele asked if the plans of the oil companies were firm enough to permit a statement about the oil and gas explorations programme in the Arctic Islands.

13. Mr. Robertson pointed out that a statement could not be made at this time because the oil companies did not have definite plans and will not likely be making any until the promulgation of the new oil and gas regulations now before Cabinet.

14. The Committee noted the report on the communications needs of oil companies.

II. Collection of Information on Russian Activities in the Arctic (Restricted)

15. Mr. Robertson stated that a large amount of information was undoubtedly available in different government departments about Russian activities in northern U.S.S.R. and the Arctic generally. At the moment it was difficult to know whether one department had information which might be useful to another. If an information centre were established it could co-ordinate and disseminate any information which would be of interest to all departments.

(Secretary's memorandum Document ND-293 dated December 9, 1959).

16. Dr. Zimmerman said that this proposal would be a valuable but difficult one to undertake. The Library of Congress issued an extensive monthly accession list of Russian publications and it would be doubtful if the Secretariat could handle the large volume of material now available. Translations of Russian publications were available in DRB and a review of this material could serve as a starting point for an analysis of what might be done. In any case the Secretariat should examine the proposal closely to determine the amount of work it would require.

17. Mr. Legget stated that NRC also had a large number of translations of Russian reports, obtained through an exchange agreement with the Russian Academy of Sciences.

18. Dr. Van Steenburgh stated that his department had little information to contribute except in the field of geology and this would not be of direct

concern to the Committee.

19. Mr. Robertson asked all departments to study the proposal and at a future meeting the comments of all agencies concerned would be assessed. In the meantime the Secretariat would contact NRC, DRB, and other agencies to determine what information was available and how much work would be required to establish a single point at which there could be full knowledge, and possibly some kind of catalogue, of all information about Soviet northern or Arctic activities that was in government hands.

20. Dr. Pritchard recalled that at a meeting held to discuss the handling of Russian translations, NRC offered to undertake the collection of any translations available and periodically to issue an accession list.

21. Dr. van Steenburgh understood that Dr. Steacie would investigate whether the Russian publication "Arctica" could be translated. This publication should not be overlooked since it contained useful material for all of the departments interested in northern work.

22. The Committee agreed

- (a) that all departments concerned would study this proposal to assess its value at a later meeting, and
- (b) that the Secretariat would contact the NRC and other agencies to determine the feasibility of bringing together information concerning material in the hands of government agencies about Russian activities in the Arctic and northern U.S.S.R.

III. Items for Information:

(a) Microwave Link between Canada and Alaska (Unclassified)

23. Mr. Robertson said that this item arose out of the last meeting of the Northern Communications Sub-Committee.

(Secretary's memorandum Document ND-294 dated December 9, 1959).

24. A/V/M de Niverville pointed out that the Northwest Territories and Yukon System, since its take-over by DOT, was known officially as the Northwest Communications System. Fourteen stations were in operation

and the last remaining five stations will be taken over by March 1960. The CNT had scheduled completion of the land line to Yellowknife from Hay River for November 1960 if the Alberta Government Telephone System could complete their portion of the work soon enough. DOT felt that 1961 was more realistic. The extension of the Yukon system from Whitehorse to Mayo was also progressing well.

25. Mr. Robertson wondered whether the new microwave link to Alaska would be available for civilian use on a commercial basis or restricted to the Armed Services.

26. A/V/M de Niverville said that CNT would open their facilities to both commercial and Armed Services traffic. This also applied to the Whitehorse-Mayo extension of the system.

27. Mr. Sivertz said that Bell Telephone officials had expressed regret in not having been sufficiently well prepared to carry out the work of connecting Yellowknife with the south.

28. Mr. Wilgress asked whether the U.S. government negotiated directly with CNT to erect the link between Canada and Alaska.

29. A/V/M de Niverville replied that application had first been made through service channels and that an exchange of diplomatic notes took place prior to contracts being let.

30. Mr. Tovell enquired whether a number of channels would be made available for the BMEWS communications in the west.

31. A/V/M de Niverville answered that he did not have detailed or accurate information on this but that it could be obtained from the Telecommunications Branch.

32. The Committee noted the report on the microwave link between Canada and Alaska.

(b) Arctic Terrain Research (Unclassified)

33. Mr. Robertson said that this report on U.S. activities in arctic areas might interest members of the Committee.

(Secretary's memorandum Document ND-295 dated December 9, 1959).

34. A/V/M de Niverville said that his department would appreciate receiving a copy of the full report.

35. The Committee noted the report on arctic terrain research by the U.S. Air Force.

(c) Tungsten Strike in the Mackenzie Mountains (Unclassified)

36. Dr. van Steenburgh stated that the drilling carried out in the Mackenzie Mountains had not fully established the extent of the deposits of tungsten.

(Secretary's memorandum Document ND-296 dated December 9, 1959).

37. Mr. Robertson added that a development would be beneficial to the area and to further development there, especially as it was a region in which virtually no development or exploration had occurred this far.

38. The Committee noted the report on a tungsten strike in the Mackenzie Mountains.

(d) Jacobsen-McGill Expedition (Unclassified)

39. Mr. Robertson reported that Dr. Jacobsen had written to the Minister of Northern Affairs outlining his plans for an expedition to Axel Heiberg Island in 1960, 1961, and 1962. He asked whether it would be possible for any interested department to offer services to assist the expedition.

(Secretary's memorandum Document ND-297 dated December 9, 1959).

40. A/V/M de Niverville said that his department would provide weather information or loan equipment to the expedition to make observations.

41. Dr. van Steenburgh said that they were located on the right flank of the Polar Continental Shelf project and even though the Jacobsen-McGill Expedition was concerned mainly with glaciology, his field staff would render any assistance they could. Both expeditions have their own local transportation and there will be a communications link between them.

42. Mr. Robertson said that the expedition needed most of all transportation facilities for personnel and equipment from here to Axel Heiberg. He enquired whether the Air Force could help in this respect.

43. A/C Weston replied that R.C.A.F. policy was to let commercial carriers provide service of this kind and preferred not to deviate from this policy.

44. Mr. Steele said that the Treasury Board would lean toward the R.C.A.F. stand on this but would not be opposed to considering the problem on its own merits if necessary.

45. Mr. Robertson stated that the need for a re-examination would depend on the extent of the financial difficulties in which the expedition might find itself later on. The government stood to gain valuable information about the Arctic and the expedition should not be allowed to fail. If the expedition does find itself in a precarious financial position he thought the R.C.A.F. might then consider this a special case and offer to provide air transportation.

46. Dr. Zimmerman pointed out that the U.S. Air Force had provided logistic support to Operation HAZEN from Thule when DRB carried out this project. This assistance contributed to the success of the expedition.

47. Mr. Legget said that the \$50,000 grant mentioned in Document ND-297 had not yet been approved. He suggested it would be more accurate to say that a grant "may amount to \$50,000 from the National Research Council". However, he shared Dr. van Steenburgh's interest in the expedition particularly in connection with the proposed permafrost drilling programme.

48. Mr. Robertson said that Northern Affairs would keep in touch with the Jacobsen-McGill Expedition to determine what, if any, assistance it might require.

49. The Committee noted the report on the Jacobsen-McGill Expedition.

(c) The Ungava Project (Unclassified)

50. Mr. Robertson said that this project was a good example of the work required in remote areas to develop a native community,

(Secretary's memorandum Document ND-298 dated December 9, 1959).

51. Dr. Zimmerman asked whether it was economic to install a large refrigerator at George River when only nine tons of fish were caught.

52. Mr. Sivertz replied that the fish brought good prices on southern markets and the refrigeration equipment was not very expensive. It was expected the project would be amortized within a few years.

53. The Committee noted the report on the Ungava Project.

IV. Items of General Interest

(a) Studies on Cold Adaptation (Unclassified)

54. The Secretary reported that Dr. J. S. Hart of NRC will go to Pangnirtung next summer to study Eskimo adaptation to cold. Food and supplies for the research team were shipped last September; scientific personnel and equipment will leave for the field next March. A full plan of the study will be available within the next two months.

(b) Centre for Northern Studies: University of Saskatchewan (Unclassified)

55. Mr. Robertson reported that a Centre for Northern Studies will be set up at the University of Saskatchewan. The main purpose of the Centre was to foster northern studies in fields such as northern construction problems and methods, community planning and problems associated with the integration of native people, but also covering a very wide field. The Centre would be limited to the Sub-Arctic, and would not, it appeared, go into Arctic problems.

56. Dr. Zimmerman said that such a centre might study problems which had civil or defence implications. If Dr. Spinks were to come to the government for advice he should be made aware that such a long-range programme required a careful study of its financing methods.

57. Mr. Robertson added that the Centre's primary interest was the Sub-Arctic region of northern Saskatchewan. However, conditions there were essentially similar to those of other Sub-Arctic areas in Canada and research should be of fairly wide application and value. He felt that the development of such a centre should be encouraged.

(c) Publication of the Arctic Pilot (Unclassified)

58. The Secretary reported that this project was first sponsored by the Arctic Institute of North America in 1955 and taken over by the Hydrographic Service in 1957. The first volume had just been published and was a guide book to the other two volumes. The second would be released in the near

future, and the third would go to press next year.

59. Dr. Zimmerman added that “Arctic Pilot” was similar to “Arctic Canada from the Air” published in 1956, for air navigation. DEB was also contributing to the Arctic Pilot.

60. The Committee noted the items of general interest.

V. Other Business

(a) Canadian Committee on Oceanography (Unclassified)

61. Dr. van Steenburgh reported that the Joint Committee on Oceanography had been reorganized and was now called the Canadian Committee on Oceanography. It was recognized by NEC as having the same status as one of their associate committees and enjoyed national recognition.

(b) Take-Over of DEW Line Airstrips (Secret)

62. A/V/M de Niverville reported that because of a lack of funds the take-over of Cape Dyer by DOT had been postponed. The operations at Cambridge Bay were progressing well: the DOT buildings will be ready in March 1960, and the Northern Affairs buildings which are being built by DOT will be completed next summer.

(c) Telecommunications Sub-Committee (Confidential)

63. A/V/H de Niverville reported that Mr. Baldwin, the Chairman of the Northern Communications Sub-Committee, will call a meeting early in 1960 to consider the communications work programme for that year.

64. The Committee noted the items of other business.

VI. Date of Next Meeting

65. The Committee will meet on Monday, January 25, 1960, in the Privy Council Committee Room, East Block, at 2:30 p.m.

H. A. Langlois,
Acting Secretary.

Department of Northern Affairs and National Resources,
December 28, 1959.

Appendix "A"

RESTRICTED

Office of the Chairman
Chiefs of staff, Ottawa

11 December, 1959

Secretary, Security Panel

Classification of Hydrographic Information North of Latitude 71°N

Reference is made to your letter concerning the classification of hydrographic information north of 71° north, which attached a letter from the Acting Secretary of the Advisory Committee on Northern Development.

2. It is noted that this letter and an earlier letter received from Mr. Rowley, Secretary of the Advisory Committee on Northern Development, refers specifically to "hydrographic data" and not to charts. This is mentioned because the RCN interest is primarily in the control of charts used for navigation purposes. There is less interest in the control of hydrographic information per se until it is actually recorded on a chart, at which time it may, and usually does, assume a security significance. In any event, since the regulations only govern the classification of hydrographic charts and not hydrographic and related data completed in other forms, the question of classification and release of the former should not arise.

3. You will recall that the object of classification of charts north of 71° north was to provide a measure of control over information of vital interest to a potential enemy. The minimum classification of Restricted permits this and yet, does not preclude essential charts being made available for any purpose in the interest of Canada such as development, exploration and re-supply of northern posts by commercial enterprises. Implementation of control arrangements has presented no problem to date and there is a close working liaison between the authorities immediately concerned.

4. The classification of charts north of 71° north is a general rule and flexible enough to permit exceptions to be made in instances, where for example, no significant information is disclosed and an urgent requirement is recognized. This of course, requires an examination of any chart in question.

5. The Joint Intelligence Committee and the Joint Security Committee recently carried out a study on this subject and recommended that in addition to hydrographic charts, any charts which contain geodetic, gravimetric and hydrological information pertaining to north of 71° north, be classified Restricted for the same

reasons shown above for the classification of hydrographic information in that area. Both committees considered that un-restricted sale of charts containing such information represents a threat to Canadian security.

6. It is recommended, therefore, that the classification of Restricted be retained on hydrographic charts and that it be applied to charts containing geodetic, gravimetric and hydrological information pertaining to areas north of 71° north.

(W.A. Todd) Lt-Col.,

Executive Secretary,
Joint Security Committee.

WAT/2-5934/ep

57. The fifty-seventh meeting of the Committee was held on Monday, March 14, 1960, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Mr. J.R. Baldwin, Deputy Minister of Transport.

Mr. D.A. Golden, Deputy Minister of Defence Production.

General H.A. Young, Deputy Minister of Public Works.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. J.E. Charette, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

A/C R.C. Weston, representing the Chairman, Chiefs of Staff.

Mr. J.H. Gordon, representing the Deputy Minister of Citizenship and Immigration.

Dr. P.E. Moore, representing the Deputy Minister of National Health.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Inspector W.G. Fraser, representing the Commissioner, R.C.M. Police.

Mr. T.A. Harwood, representing the Chairman, Defence Research Board.

Mr. R.F. Legget, representing the President, National Research Council.

Mr. V.F. Valentine, Department of Northern Affairs and National Resources (Acting Secretary).

Also Present:

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

Business Arising Out of the Fifty-Sixth Meeting:

(a) Security Classification of Hydrographic Information (Confidential)

1. Mr. Valentine reported that an ad hoc committee meeting had been convened in January to discuss the security classification of hydrographic charts north of 71° N. The meeting included representatives from the Privy

Council Office, National Defence, Mines and Technical Surveys and Northern Affairs. No decision had been reached by the committee but it was recommended that each of the departments involved submit a statement of views to the chairman of the committee who would present these to the Security Panel for a decision. The views of the departments had now been submitted and would be brought to the attention of the Security Panel at the earliest opportunity.

2. Mr. Hodgson asked whether a Security Panel meeting was actually necessary to settle the problem. He suggested that perhaps the deputy ministers of each department concerned could meet to find a satisfactory solution.

3. Dr. van Steenburgh reported that he had received a letter from the Department of National Defence reiterating their previous position that the security classification of Restricted could not be generally removed except from certain areas which, in the opinion of National Defence, were not of a strategic importance to Canada. Hydrographic data pertaining to those areas could be declassified only on the basis of a reciprocal exchange of information with the U.S. S.R. In general, National Defence could not clear in advance any of the charts involved and would only be willing to pass judgment on them once they were completed.

4. Mr. Golden stated that there seemed to be no choice in the matter but to ask the Security Panel to review the problem and recommend a course of action to the Cabinet.

5. A/C Weston added that the Department of National Defence would be agreeable to having the Security Panel review the matter.

6. Mr. Robertson concluded that the Security Panel should make a thorough study of the statements submitted by each of the departments and recommend a course of action which would clear the matter up once and for all. If necessary (and it seemed necessary) the interested departments could be asked to attend the Panel Meeting.

7. The Committee agreed that the views of the departments concerned should be brought to the attention of the Security Panel and that the Security Panel recommend a course of action at the earliest opportunity.

II. Frobisher Bay Development (Confidential)

8. Mr. Robertson stated that the last report to the Committee was about a year ago. At present the Frobisher Bay consultant group was preparing several townsite plans which would be submitted to the government for consideration.

(Secretary's memorandum Document ND-299 dated February 25, 1960).

9. General Young stated that considerable progress had been made by the consultants. They had come up with several different plans, two of which were based on construction of a complete townsite within a few years, and three of which favoured a step-by-step construction programme over a longer period of time. He felt certain that by the end of June the consultants would be in a position to submit a final report recommending which plan should be adopted.

10. Mr. Sivertz added that the Frobisher Bay development group had asked the consultants to give estimates of construction costs in each of the plans in order that the most suitable one could be selected on the basis of cost as well as design.

11. The Committee noted the report on the development of Frobisher

III. Northwest Territories Indian Welfare Services and Housing Project (Unclassified)

12. Mr. Gordon pointed out that, unlike other parts of Canada, there were no Indian reserves in the Northwest Territories. The Indians in the area depended mostly on fish and game resources for sustenance. From a survey conducted by the Indian Affairs Branch in 1958 it was found that 93% of the Indian families in the Territories had an income of less than \$2,000 per year. In many parts of the Territories some form of government subsidy was necessary to assist the Indians in improving their housing conditions.

(Secretary's memorandum Document ND-300 dated March 8, 1960).

13. The housing programme now being undertaken by the Indian Affairs Branch was aimed not only at providing adequate living space for Indian families but at giving them instruction in better sanitation and other health practices. He stressed that wherever possible the Indians were encouraged to build their own homes with Branch assistance in order to encourage a

stronger feeling of ownership and interest in the programme. In some areas not only was Indian labour for construction used but local building material was utilized as well.

14. To keep pace with the developments now taking place in the Northwest Territories and to provide a more efficient service to the Indians, the Indian Affairs Branch was decentralizing its administrative services and setting up a regional office at Fort Smith. Previously the area had been administered from the Branches Edmonton office. It was felt that with this new organization the Branch would be able to deal with local problems as these arose more quickly and efficiently.

15. Mr. Robertson stated that this new trend in the development of Indian housing in the north should most certainly be encouraged. He felt that good housing was not only necessary for good health but also for the integration of the Indians into modern community life.

16. Mr. Charette asked what the differences were in standard between Indian and Eskimo housing. He referred specifically to the housing standards for Indians and Eskimos at Churchill and pointed out that the standard of Eskimo housing at Camp 20 was much higher than that provided for Indians in the same area.

17. Mr. Sivertz replied that the standard depended on local economic conditions. For example, at Churchill the housing standard for Eskimos was high because the Eskimos were gainfully employed and could afford to pay higher rents. Elsewhere in the north the standard was lower because of the absence of wage employment which meant the Eskimos could not afford to pay an economic rent. In these areas the department had initiated a low cost housing project and was building houses for as little as \$600 per unit. This was considered to be a minimum standard house and would be increased in standard as the economic conditions of the Eskimos improved.

18. Mr. Robertson pointed out that generally there was a range in the standard of housing provided by the department not only from settlement to settlement but very often within a settlement, depending on local economic circumstances.

19. Dr. Moore said he endorsed the housing programmes being carried out by the Indian Affairs Branch and Northern Affairs since better housing led to an improvement in Indian and Eskimo health. Recent studies by his department showed that the high infant mortality rate among Eskimos especially was due mainly to poor housing conditions and inadequate sanitation facilities. His department was attempting to overcome some of

the sanitation problems by giving courses to Indians in the principles, of sanitation and related subjects.

20. The Committee noted the report on Indian welfare services and housing programme in the Territories.

IV. Sub-Committee Reports

(a) Transportation Sub-Committee - Report of the Chairman (Confidential)

21. Mr. Baldwin stated that a sub-committee meeting had been held to determine whether the two DEW Line air carriers were receiving the bulk of the northern air transport business and, if so, whether other commercial air carriers were being discouraged from extending services into northern Canada. However, the sub-committee found that other carriers were also being hired and this was not a serious problem. While there was no pressing need for a special co-ordinating body to handle the problem, all departments concerned should continue to obtain the advice of the Air Transport Board with regard to commercial air transport contracts.

(Secretary's memorandum Document ND-201 dated March 7, 1960).

22. Dr. van Steenburgh added that his department had given several contracts to other carriers for this summer involving about nineteen aircraft.

23. Mr. Baldwin stated that the sealift operations in the Eastern Arctic were proceeding quite smoothly. In the Western Arctic none of the departments foresaw any need to ship cargo out of Vancouver. All departments preferred to use the Mackenzie River route. He thought that only aviation gasoline would be shipped out of Vancouver to the Western Arctic this year.

24. The Department of Transport was co-ordinating all cargo shipments marked for transshipment at Tuktoyaktuk to points in the Western Arctic. The sub-committee was asked whether DOT should also co-ordinate all other down-river shipments. The departments concerned would be informing DOT whether they thought this should be done.

25. Mr. Robertson added that a factor which should be taken into consideration in this respect was that Northern Affairs will shortly be setting up a purchasing office at Fort Smith, and perhaps this would affect the DOT's plans for co-ordinating movements down river.

26. Mr. Sivertz felt that freight movement surveillance by DOT on the river

would be most welcome. So far as Northern Affairs was concerned, however, the special arrangements that were in hand would likely make co-ordination of its movements of river freight by DOT unnecessary.

27. Mr. Baldwin stated that DOT was prepared to co-ordinate down-river cargo shipments provided that the departments indicated well in advance the tonnage being shipped. The cargoes would be distributed among the existing marine carriers.

28. Mr. Robertson suggested that shipments via the Mackenzie River route should be given preference over the Vancouver route whenever possible.

29. Mr. Sivertz stated that Arctic Shipping Co., had quoted very attractive rates but these had not materialized. An examination should be made of shipping rates and if the Mackenzie route was found to be cheaper, it should be used in preference to the other route.

30. Mr. Baldwin said that the final item on the Transportation Sub-Committee agenda dealt with the development of the Athabasca-Mackenzie waterway system. It was thought that the proposed new Engineering Committee could either report to the Transportation Sub-Committee or become an independent interdepartmental committee whose members would report to their own departments.

31. General Young stated that since each department involved had statutory duties to perform, it would appear preferable for the Committee to be independent of the Transportation Sub-Committee.

32. The Committee noted the report of the Chairman of the Transportation Sub-Committee and agreed

- (a) that the Mackenzie River route should be given preference over the Vancouver route whenever possible, and
- (b) that the Engineering Committee, set up to study the Athabasca-Mackenzie waterway system, should be an interdepartmental one independent of the Transportation Sub-Committee, and its members should report to their own departments.

(b) Construction Subcommittee - Report of the Chairman (Confidential)

33. General Young said that item (b) in his report should be omitted. Since the meeting of the Construction Sub-Committee, he had investigated the

matter of highway construction further and found that the Yukon construction was by the territorial government, and not by Northern Affairs. He pointed out that the territorial government had facilities and personnel to perform road maintenance after the roads were built by Public Works or DND (Army).

(Secretary's memorandum Document ND-302 dated March 7, 1960).

34. The completion record of construction for all departments was only 50% this year as compared with higher percentages in previous years. He suggested that the reasons for the low record were related to the fact that (1) many projects were really intended for completion over a longer period of time than one year; (2) the departments were possibly not taking into account special northern construction problems in their planning and, therefore, fell behind schedule. In future DPW would ask departments to specify the amount of time needed to complete a project.

35. He pointed out that DPW had a vote for preliminary architectural and engineering planning and it was only after preliminary planning had been completed that a construction project was placed in the estimates. This practice had brought the completion average for Public Works up to about 90%. The Construction Sub-Committee felt that the Treasury Board would approve of other departments using the Public Works planning vote provided adequate arrangements for payment were made.

(Secretary's memorandum Document ND-303 dated March 7, 1960).

36. Dr. Moore added that his department would welcome the use by other departments of the public health engineering vote. Its use would insure that construction was not carried out without regard for proper sanitation and other health facilities.

37. General Young stated that the allocation of responsibilities for the construction programme proposed for the fiscal year 1960-61 had been done in accordance with the principle of giving the work to the single largest department operating in an area.

(Secretary's memorandum Document ND-304 dated March 7, 1960).

38. Mr. Charette pointed out that in reviewing Document ND-304 the Treasury Board staff had found discrepancies between it and departmental

estimates; these were as follows:

| | |
|------------------------|---|
| Churchill, No. 42: | the amount should read "\$2,500" |
| Goose Bay, No. 71: | the amount should read "\$120,000" |
| Uranium City, No. 116: | the project should read "Aeradio" station- first stage \$75,000" |

39. Mr. Baldwin stated that his department had to cut out the amount put in the estimates to rehabilitate the Whitehorse escarpment. However, he thought that his department would still be able to do something this year to prevent further damage to the escarpment.

40. General Young concluded by saying that the format of both construction reports will be changed to make them more flexible and accurate. Both reports now involved considerable duplication which should be eliminated. The new format will take into account Treasury Board's request for a follow-up on construction projects;

41. The Committee noted the report by the Chairman of the Construction Sub-Committee and approved Document ND-304, Proposed Building Programme for Northern Canada in 1960-61, subject to the amendments listed in Appendix "A".

(c) Scientific Research Sub-Committee Report of the Chairman (Confidential)

42. Dr van Steenburgh stated that among other things the sub-committee discussed a proposal to establish a research station at Inuvik. The need for such a station capable of serving all departments with research interests in the area was unanimously agreed to by all of the members present.

43. The sub-committee also considered the possibility of amending the Scientists and Explorers Ordinance to achieve greater control over the disposition of palaeontological type specimens, along the lines that archaeological specimens were controlled by the Archaeological Sites Regulations.

44. Mr. Robertson said that his department would study the question and recommend the necessary changes in the relevant legislation.

45. He agreed that the Inuvik Research Station should be established and added that it should be capable of handling the requirements of private as well as government research agencies. The requirements of each of the

departments concerned should be ascertained so that intelligent planning for the construction of the station could take place. He suggested that perhaps a small committee should be set up for this purpose.

46. Mr. Baldwin agreed that it was a good idea. The NEC already had a temporary research station at Norman Wells which was providing a valuable service. Since the buildings were prefabricated ones, the operation could be moved to Inuvik which was a more satisfactory site for a research station.

47. Dr. van Steenburgh felt that Northern Affairs should be the agency responsible for the administration of the station, and also should assume the responsibility for its construction.

48. Mr. Baldwin stated that the Scientific Research Sub-Committee had raised a most interesting point concerning requests from non-governmental agencies for sea and air transportation to the Queen Elizabeth Islands. He referred specifically to the request from the Jacobsen-McGill scientific expedition for free sealift transportation to Resolute Bay. His department must charge for any transportation services provided to government or non-government agencies. This policy was laid down several years ago by order-in-council and Treasury Board authority would be required before an exception could be made. DOT was in no position to judge whether a scientific expedition should be given free transportation. He was in favour of having a body like the Scientific Research Sub-Committee review and co-ordinate such requests and recommend to his department or the RCAF whether or not expeditions of this kind should be given logistic support.

49. Dr. van Steenburg stated that the Jacobsen-McGill Expedition was financially unstable because its planners did not have a clear understanding of the costs involved in putting an arctic expedition into the field. His department was very interested in the work the expedition planned to do. He felt that the expedition should not be allowed to fail because of a lack of adequate government support. His department was providing several scientists to work with the expedition and this was all the support they could offer.

50. Mr. Charette stated that the Treasury Board would not look with favour on giving free transportation to the expedition because it might establish an undesirable precedent.

51. Mr. Robertson replied that since the expedition was a Canadian one the precedent was perhaps a desirable one. Considering the shortage of trained scientists in Canada with northern interests, it might be a long time before another Canadian expedition was organized and, therefore, it was doubtful

if the government would be receiving similar requests for assistance for a number of years to come.

52. Dr. van Steenburgh agreed that the Scientific Research Sub-Committee would be the best place to assess the status of each private scientific expedition which had requested government assistance. He also agreed that the committee could perform a valuable co-ordinating function by bringing together all requests from private agencies for air and sea transportation and submitting these requests in consolidated form to the proper agency, i.e. either DOT or the RCAF.

53. The Committee noted the report of the Chairman of the Scientific Research Sub-Committee and agreed

- (a) that the regulations governing the disposition of scientific specimens should be amended to cover palaeontological type specimens;

- (b) that a research station be established at Inuvik, and that the Department of Northern Affairs be responsible for its planning and administration;

- (c) that the Scientific Research Sub-Committee assess and coordinate requests from private research agencies for DOT and RCAF transportation services to the Queen Elizabeth Islands.

V. Items for Information

(a) Research Base of the Arctic Institute (Unclassified)

54. Mr. Harwood explained that the Arctic Institute of North America had received an application from Dr. Apollonio to lead a scientific expedition to Devon Island and to establish a research station there. The expedition has not applied for financial support from the government. After three years the station will be available to other scientific groups wishing to carry out research in the area.

(Secretary's memorandum Document ND-306 dated January 20, 1960).

55. Mr. Robertson pointed out that the Devon Island research station might later become the Eastern Arctic counterpart to the one proposed for Inuvik. In any event he thought it most desirable to have research stations established at key places in the Canadian north.

56. The Committee noted the report on the establishment of a research station at Devon Island by the Arctic Institute.

(b) Resupply Operations in the Arctic, 1959 (Unclassified)

57. Mr. Baldwin said that in the Western Arctic the 1959 tonnage transported by Northern Transportation Company, Hudson's Bay Company, and Arctic Shipping Company was 24,000 tons. In the Eastern Arctic the total tonnage transported for the Canadian government, the U.S. government and other commercial agencies was 102,000 tons. The number of shippers involved was 47. Some 50 ports were visited. The operation used about 31 commercial ships, 10 departmental vessels and about 125 landing craft. The DOT work force totalled 400 employees and more than 500 stevedores were hired. The average cost per ton for the over-all operation including loading, transportation and delivery to site, was approximately \$85. The over-all volume of freight was higher than last year but it was expected to drop by about 20% in 1960.

58. The Committee noted the report on the resupply operations in the Arctic for 1959.

c) Fort Churchill Rocket Range (Secret)

59. Mr. Tovell reported that the broad lines of the agreement between Canada and the U.S. had been worked out, and that the final recommendations in this matter would be shortly submitted to Cabinet.

60. The Committee noted the report on the Fort Churchill rocket range.

(d) Disposition of the Canol Pipelines (Confidential)

61. Mr. Robertson stated that at the outset of negotiations it had been hoped to obtain the Canol pipelines for a nominal fee. However, the agreed price was now slightly over \$600,000. Only the question of internal arrangements for handling the pipelines now remained. The Cabinet had asked the Treasury Board to determine whether or not the \$600,000 should be recuperated by leasing the lines to private operators. The Treasury Board's decision in this matter would affect the price of oil to the consumer.

(Secretary's memorandum Document ND-307 dated March 7, 1960).

62. Mr. Charette stated that Treasury Board had not yet completed its study of the question.

63. Mr. Tovell added that the notes between Canada and the U.S. for the exchange of the Canol pipelines had now been agreed to and it was expected that the lines would be turned over to Canada by March 31, 1960.

64. The Committee noted the report on the disposition of the Canol pipelines.

(e) Proposed Aeromagnetic Mapping in the Provinces and the Northwest Territories (Confidential)

65. Dr. van Steenburgh explained that this type of survey supplemented ordinary geological methods and was important because it indicated the location of mineral formations. The survey would help to relieve the pressure on his department from the mining industry for up-to-date geological maps. The provinces were interested in the programme and will be asked to pay at least 50% of the costs of the work carried out within their boundaries. The proposal was now before the Treasury Board for approval.

(Secretary's memorandum Document ND-308 dated March 7, 1960).

66. Mr. Charette stated that the Treasury Board had not yet fully reviewed the submission on this matter.

67. The Committee noted the report on the proposed aeromagnetic mapping in the provinces and the Northwest Territories.

VI. Items of General Interest

(a) Committee on Eskimo Affairs (Unclassified)

68. Mr. Robertson reported that the eleventh meeting of the Committee on Eskimo Affairs will be held on March 28 and 29.

(Secretary's memorandum Document ND-309 dated March 7, 1960).

69. The Committee noted the report on the Committee on Eskimo Affairs.

(b) Joint Arctic Weather Stations Planning Conference (Confidential)

70. Mr. Baldwin reported that the Joint Arctic Weather Stations Planning Conference had taken place on February 11, 1960. He remarked that the increase in the number of scientific expeditions to the Queen Elizabeth Islands was creating problems for the Joint Arctic Weather Stations

programme, especially in providing accommodation facilities and air and sealift services to the expeditions. These expeditions were not carrying out work related to the main purposes of the stations and the situation was now reaching the point where the primary objectives of the TAWS programme were being relegated to second place. He thought that it might be necessary to re-examine the objectives of the JAWS programme to determine the extent to which they should include the support of scientific activity in the area.

71. Mr. Robertson stated that the establishment of a research station at Inuvik might relieve some of the pressures now on the Joint Arctic Weather Stations for research facilities.

72. Dr. van Steenburgh stated that the Joint Arctic Weather Stations were very useful to such expeditions as the Polar Continental Shelf Project. Because of their location they formed a logical starting point for any far northern expedition. However, as most of the research in the north would be carried out at lower latitudes, there was a greater need for research facilities at such places as Inuvik and Cambridge Bay.

73. Mr. Baldwin suggested that perhaps at a future date the Scientific Research Sub-Committee could review the objectives of the Joint Arctic Weather Stations.

74. Mr. Tovell pointed out that the U.S. Weather Bureau might want to establish a nuclear or thermoelectric weather station at a particular location in the north. It would be electronically controlled and, therefore, fully automatic. The departments concerned would be asked for their views on the matter if and when a formal request was received from the United States.

75. Mr. Legget enquired about the official thinking on the "joint" aspect of the Joint Arctic Weather Stations and asked if it would be possible for Canada to take over the stations.

76. Mr. Baldwin replied that the Department of Transport did not recommend that Canada should operate the stations alone. He pointed out that by allowing the Americans certain privileges in the Canadian north, Canadians could take advantage of similar privileges in the United States. If, for example, we were to operate these stations ourselves it might be difficult to send Canadian scientists to the United States to undertake research into matters of interest to Canada. His department, after considering all aspects of the question, thought that Canada would stand to lose more than it would gain if the stations were taken over completely.

77. The Committee noted the report on the Joint Arctic Weather Stations.

(c) Helicopter Operations of the Geological Survey of Canada (Unclassified)

78. Mr. Robertson stated that this report was submitted by the Geological Survey in one of their regular bulletins.

(Secretary's memorandum Document ND-310 dated January 20, 1960).

79. The Committee noted the report on helicopter operations of the Geological Survey of Canada.

VII. Other Business

80. There was no other business.

VIII. Date of Next Meeting

81. The next meeting of the Committee will be held at the call of the Chair.

V.F. Valentine,
Acting Secretary.

Department of Northern Affairs and National Resources,
April 14, 1960.

58. The fifty-eighth meeting of the Committee was held on Monday, December 5, 1960, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

A/M F.R. Miller, Chairman, Chiefs of Staff.

Major-General H.A. Young, Deputy Minister of Public Works.

Dr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. T.H. How, representing the Deputy Minister of Transport.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. R.F. Battle, representing the Deputy Minister of Citizenship and Immigration.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Superintendent W. G. Fraser, representing the Commissioner, R.C.N. Police.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. R.F. Legget, representing the President, National Research Council.

Mr. J.E. Charrette, representing the Secretary to the Treasury Board.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present

W/C N.C. Brown, Royal Canadian Air Force.

Mr. H.B. Dickens, National Research Council.

LCDR. E.M. Jones, Royal Canadian Navy.

Mr. A. Laframboise, Privy Council Office.

Mr. G.C. Langille, Department of External Affairs.

Mr. H.A. Langlois, Dept. of Northern Affairs and National Resources.

Mr. B.G. Sivertz, Dept. of Northern Affairs and National Resources.

Mr. V.F. Valentine, Dept. of Northern Affairs and National Resources.

I. Progress Reports

(a) USAF Refueling Bases in Canada (Confidential)

1. W/C Brown reported that the refueling bases had been completed on schedule:

| <u>Location</u> | <u>Length of Runway</u> | <u>Date Completed</u> |
|-----------------|-------------------------|-----------------------|
| Forbisher Bay | 9,000 ft. | October 1960 |
| Churchill | 11,200 ft. | November 1960 |
| Cold Lake | 12,600 ft. | October 1960 |
| Namao | 12,200 ft. | July 1960 |

2. The runway at Frobisher Bay was shorter than the others because a longer runway would have been too costly and this would entail some reduction in payloads or safety margins. However the dense air, owing to low temperatures and the fact that the airfield is at sea level, made a long runway less necessary.

3. Mr. Huck commented on the success of the arrangements for construction. The procedure of transferring responsibility to the normal Canadian agencies had established a useful pattern. The U.S. authorities appeared satisfied with both the arrangements and the cost.

4. The Committee noted the report on the USAF refueling bases in Canada.

(b) Frobisher Bay Development (Confidential)

5. General Young reported that the Frobisher Bay Consultants had submitted their final report on October 31, 1960. It was now being studied by the Frobisher Bay Development Group. The report confirmed the conclusion reached by FENCO that Astro Hill was the best site, recommended the use of steel and reinforced concrete, and proposed a number of high density, high rise buildings for accommodation, arranged in an oval surrounding the school, shopping centre, and other buildings for community use. The plan was based on a population of one thousand but could be expanded to accommodate up to 4,500. The rehabilitation centre and associated activities at Apex Hill would remain at their present site and were not included in the plan. The hospital would be outside the area, on the road between the present townsite and Apex Hill, and could be built separately. The total cost might be about \$30 million. The Frobisher Development Group required further information on the comparative cost

of conventional construction and on the probable noise level, and would discuss the report on 14 December.

6. It appeared probable that the Department of Public Works would recommend the plan but economic considerations might make it very difficult to justify the expenditure. It might possibly be decided that

- (a) any necessary construction should be compatible with the plan;
- (b) modified water and sewer services, which could be built within the plan at a cost of about \$2 million, should be provided to meet present needs;
- (c) a hospital costing about \$800 thousand should be begun as a separate unit.

7. Mr. Sivertz said the Frobisher Bay project office was studying the requirements of government and private interests for the next five years. No international airlines were now intending to use the airfield as a regular stop. If the estimated \$30 million required to develop Frobisher Bay according to the plan could not be provided, the needs of the government population in Frobisher Bay would have to be met by some modified plan. The Frobisher Bay Development Group would discuss the possibility that this might be done over the next five or six years at a cost of about \$10 million keeping within the framework of the plan but possibly using some existing dwellings.

8. Mr. How added that the Department of Transport had made provision in the 1961-62 estimates for housing urgently required for its staff.

9. Mr. Robertson suggested the Frobisher Bay Development Group should study the needs of both government and private agencies and report to the Committee on how these might be met within the over-all Frobisher Bay plan. The fire hazard involved in reusing existing buildings might be unacceptable.

10. A/M Miller said current military interest in Frobisher Bay would not extend beyond a maximum of ten years.

11. The Committee noted the report on the development of Frobisher Bay.

II. Canadian Sovereignty over Arctic Waters (Secret)

12. Mr. Robertson referred to the memoranda to the Cabinet on the Canadian position in relation to Arctic waters and Canadian sovereignty over the Arctic Archipelago. The Cabinet had not yet reached a decision on the Canadian position but charts had been prepared showing the base lines that would enclose Canadian territorial waters if the Cabinet decided to claim sovereignty over the waters of the Arctic Archipelago. The base lines were not much longer than those adopted off the Norwegian coast following the settlement at the International Court of Justice of the Norwegian/U.K. fishing dispute. The timing of a Canadian claim, if one were made, would probably depend on what appeared to be the most favourable time for securing U.S. and U.K. support. The United States might support the claim on defence grounds, and the United Kingdom view was that the Canadian claim was quite different from that put forward by Indonesia.

13. (Secretary's memorandum Document ND-314 dated November 8, 1960).

14. Mr. Langille reported that the ratification of the Convention on the Territorial Sea and the Contiguous Zone should be before Parliament during the current session. This would provide a legal basis for drawing the proposed base lines.

15. The Committee noted the report on Canadian Sovereignty over Arctic Waters.

III. Comparison of Radstock Bay and Resolute Bay (Confidential)

16. Mr. Rowley reported that a provisional study indicated Radstock Bay to be a much better site for a base than Resolute Bay, but little information was available on one vital factor, the flying weather at Radstock. Though at Radstock, unlike Resolute, two runways could be provided, data on flying weather should be obtained before a move could be recommended with full confidence. Meteorological records at Radstock over a year should provide this information by establishing a correlation between the weather there and that at Resolute, only 50 miles away.

17. (Secretary's memorandum Document ND-313 dated November 28, 1960).

18. Mr. How said the \$100,000 originally included in D.O.T. estimates for 1960-61 for a meteorological survey at Radstock Bay had been struck out

during discussions with the Treasury Board staff, and Mr. Baldwin did not want to go back to Treasury Board without some specific direction that the work be undertaken. A decision on the future of Resolute was important to the Department of Transport as improvements at the ionospheric station could not be long delayed.

19. Dr. van Steenburgh confirmed the views given in the report on the geographical and hydrographic advantages of Radstock over Resolute. The Department of Mines and Technical Surveys was also concerned with the future of Resolute as they were contemplating further expenditure there.

20. Dr. Zimmerman added that the Defence Research Board had a continuing interest in the area particularly for studies of underwater acoustics and possibly for a satellite tracking station.

21. Mr. Robertson said the most promising areas for petroleum development in the Northwest Territories were in the Queen Elizabeth Islands. A good base would be essential for this development. It was important to prevent the growth of a situation such as that at Aklavik. Another year should not be lost before collecting the information on which a decision could be based.

22. General Young suggested the Committee might ask the D.O.T. to begin meteorological observations as soon as possible.

23. The Committee noted the report on the comparison of Radstock Bay and Resolute Bay and agreed the Department of Transport should be requested to undertake the meteorological observation programme at Radstock as a matter of urgency.

IV. Winter Maintenance of the Haines Cut-Off Road (Confidential)

24. Mr. Robertson said the Battelle Institute had now completed their economic report for the Alaska International Rail and Highway Commission. It recommended an integrated highway system which would involve construction of a network of roads, mainly in northern British Columbia. Of the estimated \$240 million cost of this construction \$211 million was in Canada. The system would connect with the "Marine Highway" between Prince Rupert and Haines. An outline of the proposed highway network is attached as Appendix "A". The Battelle report also concluded that a railway to Alaska would involve an initial annual deficit of \$34 million. If the report's recommendations were adopted by the Alaska International Rail and Highway Commission, the question of winter

maintenance of the Haines Cut-Off Road would undoubtedly be raised. The Department of Northern Affairs and National Resources had already started an economic study of the effect of maintaining the Haines road throughout the year, following a request from a U.S. trucking company for permission to keep it open this winter.

25. (Secretary's memorandum Document ND-316 dated November 28, 1960).

26. Mr. Rowley enquired whether there were other factors as well as economic considerations that should influence the decision of keeping the road open.

27. A/M Miller said the only Canadian defence interest was concern that the Canadian Army might be made responsible for year-round maintenance of the road. There might however be a U.S. defence interest.

28. The Committee noted the report on the Haines Cut-Off Road.

V. Report of Government Activities in the North, 1959 (Unclassified)

VI. The Soviet North - Economic Aspects (Secret)

VII. The Bering Strait Scheme (Unclassified)

29. Mr. Robertson referred to the three reports which had been circulated since the last meeting.

30. (Secretary's memoranda -

Document ND-311 dated July 8, 1960;

Document ND-312 dated July 12, 1960; and

Document ND-315 dated November 8, 1960),

31. The Committee noted the reports on

(a) Government Activities in the North, 1959.

(b) The Soviet North - Economic Aspects.

(c) The Bering Strait Scheme.

VIII. Items for Information

(a) USAF Telecommunications in Northern Canada (Confidential)

32. Mr. Robertson referred to the U.S.A.F. interest in increasing telecommunications facilities to northern defence installations.

33. (Secretary's memorandum Document ND-317 dated November 28, 1960).

34. Mr. How said the Department of Transport was planning to relocate the beacon at Contwoyto Lake and an airstrip might be built there. This development could be co-ordinated with a telecommunications link between Yellowknife and Cambridge Bay.

35. Mr. Rowley said that a link to Cambridge Bay would have more civil value and should meet military requirements at least as well as a link to Lady Franklin Point.

36. The Committee noted the report on U.S.A.F. telecommunications in northern Canada.

(b) Fort Churchill Rocket Range (Confidential)

37. Mr. Robertson referred to the agreement which had been signed between Canada and the United States for the operation of the Fort Churchill rocket range.

38. (Secretary's memorandum Document ND-318 dated November 28, 1960).

39. Mr. Charrette asked whether the United States would be responsible for new capital expenditures at the site.

40. Mr. Zimmerman said that each case would have to be considered on its merits, depending on the country that would benefit from the expenditure,

41. The Committee noted the report on the Fort Churchill Rocket Range,

(c) U.S. Navy Submarines in the Arctic (Confidential)

(d) Department of Transport Icebreakers and Ice-Strengthened Ships (Unclassified)

42. Mr. Robertson referred to two papers circulated to the Committee -

43. (Secretary's memorandum Document ND-3J9 dated November 28, 1960.

Secretary's memorandum Document ND-329 dated November 28, 1960).

44. The Committee noted the reports on

(a) U.S. Navy Submarines in the Arctic.

(b) D.O.T. Icebreakers and Ice-Strengthened Ships.

IX. Items of General Interest:

(a) Commercial Development in the Queen Elizabeth Islands (Unclassified)

(b) The Jacobsen-McGill Expedition (Unclassified)

(c) Dr. Armstrong's Visit to the Arctic And Antarctic Institute at Leningrad (Unclassified)

(d) Exercises Top Dog and Pole Hop (Unclassified)

(e) New Telephone Services in the North (Unclassified)

45. Mr. Rowley referred to five papers which had been circulated to the Committee

(Secretary's memorandum Document ND-321 dated November 8, 1960.

Secretary's memorandum Document ND-322 dated November 28, 1960.

Secretary's memorandum Document ND-323 dated November 8, 1960.

Secretary's memorandum Document ND-324 dated November 28, 1960.

Secretary's memorandum Document ND-325 dated November 28, 1960.)

46. The Committee noted the reports on -

- (a) Commercial Development in the Queen Elizabeth Islands.
- (b) The Jacobsen-McGill Expedition.
- (c) Dr. Armstrong's Visit to the Arctic and Antarctic Institute at Leningrad.
- (d) Exercises TOP DOG and POLE HOP; and
- (e) New Telephone Services in the North.

(f) Division for the Foreign Arctic, U.S.S.R. Academy of Sciences (Confidential)

47. Mr. Rowley reported that in June 1960 Moscow Radio had mentioned that the U.S.S.R. Academy of Sciences had set up a special division for the study of Arctic lands abroad. It would investigate economic developments in such places as Alaska, the northern parts of Canada, and Greenland and their possible application to practical developments in the Soviet Arctic. Nothing further had been heard of this division but enquiries were being made through the Department of External Affairs and through personal contacts.

48. The Committee noted the report on the Division for the Foreign Arctic, U.S.S.R. Academy of Sciences.

(g) The Great Slave Lake Railway (Confidential)

49. Mr. Robertson referred to the announcement in the Speech from the Throne that the western route for the Great Slave Lake Railway would be surveyed. No final commitment to build the railway had been made because negotiations had still to be carried out with Consolidated Mining and Smelting Limited to determine what contribution, presumably through the freight rate structure, the company would make towards the cost. Such an arrangement had been reached for instance in the case of the railway to Lynn Lake. The cost of rail freight from Pine Point would be very much less than by truck. The construction of the railway would probably lead to further development of Hay River.

50. The Committee noted the report on the Great Slave Lake Railway.

(h) Commissioning of the "John A. Macdonald" (Unclassified)

51. Mr. Rowley reported that the new D.O.T. icebreaker "John A. Macdonald" had been commissioned during the summer and had sailed from Montreal on the 15 September on her maiden voyage to the north,

during which she visited Churchill and Frobisher Bay. She was now stationed at Halifax and would be used during the winter in the Gulf of St. Lawrence.

52. The Committee noted the report on the commissioning of the “John A. Macdonald”.

(i) Proposed Air Service between Dawson and Inuvik (Unclassified)

53. Mr. Rowley reported that Connelly Dawson Airways Limited had applied for a Class 3 irregular specific point commercial air service licence between Dawson, Aklavik, and Inuvik. Hearings would be held by the Air Transport Board probably next spring. This service could lead to a reduction in the cost of perishable goods in the Mackenzie Delta area.

54. The Committee noted the report on the proposed air service between Dawson, Aklavik, and Inuvik.

X. Other Business

a) Development of Churchill Townsite (Restricted)

55. General Young said the Department of Public Works had received several requests for new housing at Churchill, but no progress could be made because the Treasury Board had ruled that any new housing must be part of the new town plan. The Province of Manitoba had not however yet decided on the new townsite. The absence of an agreement with the Province of Manitoba was also hampering the design of the water distribution system.

56. The Committee noted the report on the development of the Churchill townsite.

XI. Date of Next Meeting

57. The Committee agreed to meet at 2:30 p.m. on Monday, February, 6, 1961, in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

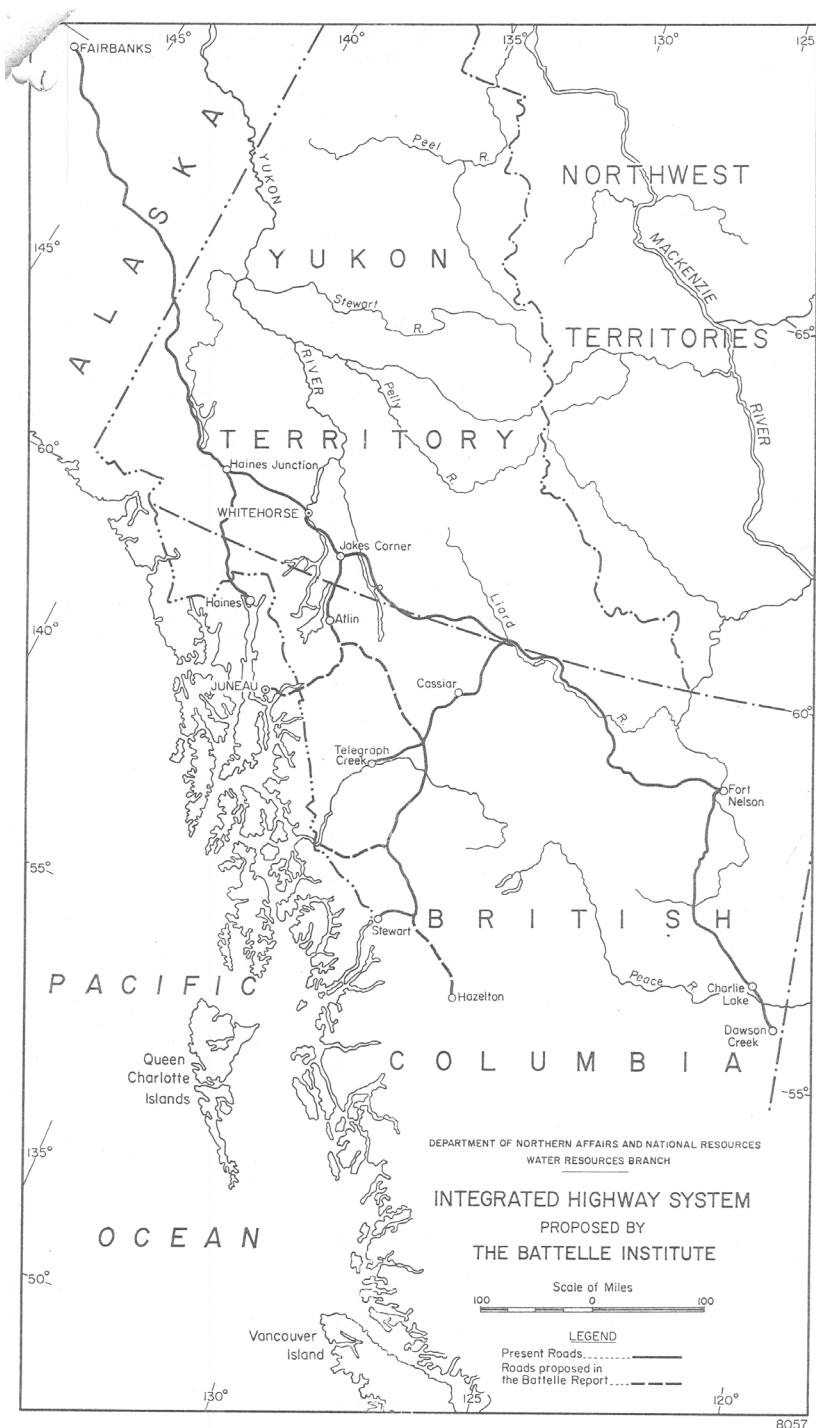
Department of Northern Affairs and National Resources,
December 20, 1960

Appendix “A”

Battelle Study Recommendations For An Integrated Highway System

The Battelle Study makes the following specific recommendations:

1. Improving and asphalt surfacing of the Alaska Highway from north of Charlie Lake, B.C., to the Alaska border (this would complete the hard surfacing of the Alaska Highway).
2. Construction of an asphalt-surfaced road from Hazelton to Jake’s Corner on the Alaska Highway, using 270 miles of the Stewart-Cassiar Road (this road would join the Alaska Highway near Whitehorse).
3. Construction of a hard-surfaced highway from the mouth of the Stikine River up the Iskut River to join the Stewart-Cassiar Road.
4. Improving and hard-surfacing the Haines Cut-Off Road.
5. Construction of a gravel road from Juneau up the Taku River to the B.C. boundary, continuing as an asphalt-surfaced highway to join the proposed Hazelton-Jake’s Corner Road south of Atlin.



59. The fifty-ninth meeting of the Committee was held on Monday the 20th February, 1961, at 2:30 p.m., in the Privy Council Committee Room, East Block.

Present

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Commissioner C.W. Harvison, Royal Canadian Mounted Police.

Mr. L.D. Wilgress, Chairman, Canadian Section, P.J.B.D.

Mr. W.H. Barton, representing the Under-Secretary of State for External Affairs.

Mr. L.L. Brown, representing the Deputy Minister of Citizenship and Immigration.

Mr. J.E. Charette, representing the Deputy Minister of Finance.

Mr. J.E. Devine, representing the Deputy Minister of Transport.

Mr. H.B. Dickens, representing the President, National Research Council.

Dr. G.S. Field, representing the Chairman, Defence Research Board.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present

Superintendent W.G. Fraser, Royal Canadian Mounted Police.

LCDR E.M. Jones, Department of National Defence.

Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Progress Report

Frobisher Bay Development (Confidential)

1. Mr. Robertson reported that the Frobisher Bay Development Group had reviewed the consultants' report and had drawn certain conclusions which had now been approved by the Minister of Northern Affairs and National

Resources and would be submitted to the Cabinet. The original plan prepared by the consultants was for an expenditure of \$27 million with construction spread over four years. It now appeared there would be little commercial use of Frobisher Bay, and the Frobisher Bay Development Group had therefore modified the plan and proposed an expenditure of \$12,675,000 over a 3-year period. Construction would include a 16-classroom school, a vocational training establishment, a hostel, a federal building, a 20-bed hospital, warehousing, accommodation for 50 single and 70 married personnel and a water, sewer and incinerator plant. Details of the proposed development are given in the Memorandum to the Cabinet and the statement of the conclusions of the Frobisher Development Group, attached as an appendix.

2. The Committee noted the report on the development of Frobisher Bay.

II. Comparison of Radstock Bay and Resolute Bay (Confidential)

3. Mr. Robertson reported that the Department of Northern Affairs and National Resources had written to the Treasury Board requesting authorization for a meteorological survey at Radstock Bay. The letter was based on information supplied by the Department of Transport.

4. Mr. Charette said the Treasury Board would consider this request within the next week. The Board might require further information on the capital costs involved in a move and the cost benefit to be expected.

5. Mr. Rowley explained that it was not possible to assess the benefit of a move without the information which the meteorological survey was intended to provide. The A.C.N.D. paper comparing Radstock and Resolute bays had included some information on costs but detailed surveys would be necessary for reliable estimates. The need for additional accommodation at Resolute was becoming urgent.

6. Mr. Devine said a decision on the meteorological survey should be reached by 1 March if it were to be begun this summer.

7. The Committee noted that the Treasury Board would consider the proposed meteorological survey of Radstock Bay within the next week.

III. Report of the Research Sub-Committee (Confidential)

8. Mr. Robertson referred to the report of the Scientific Research Sub-Committee. Research was fundamental to development in the north, but little encouragement was at present being given to arctic research at the

universities. The Inuvik research station would provide facilities for research in several scientific disciplines and should attract university scientists to northern work, but more than this was necessary.

(Secretary's memorandum Document ND-329 dated February 15, 1961).

9. Mr. Charette said the Treasury Board in reviewing estimates had made a considerable reduction in the amount requested for northern research by the Department of Northern Affairs and National Resources. He enquired on what basis the amount of \$200,000 had been recommended by the Scientific Research Sub-Committee. Arctic research was already being supported by the National Research Council and possibly the need might be met through the Council.

10. Mr. Rowley explained that the figure, though necessarily somewhat arbitrary, represented an amount the Sub-Committee considered could at the present time be spent to good effect. Requests for sums exceeding this amount had had to be refused during the past year. The Arctic Institute alone had asked for an annual grant of \$200,000 as an appropriate sum from the Canadian government, based on the amount of support they received from other agencies. The intention underlying the current proposal was that the grants would be administered by the Department of Northern Affairs and National Resources on the advice of the Scientific Research Sub-Committee which included representatives of all government departments concerned. The Inuvik research station would be operated in a similar way and the two measures were to some extent complementary.

11. Dr. Pritchard suggested that the Committee should consider the principle of establishing a fund for supporting arctic research rather than the level at which such a fund should be established. The National Research Council gave grants for fisheries research but used the Fisheries Research Board as an advisory group.

12. Mr. Robertson referred to the statutory responsibilities of the Department of Northern Affairs and National Resources for northern development and for fostering related scientific work. The interests of the department extended into fields such as sociology with which the National Research Council was not normally concerned. The Department of Agriculture had primary responsibility for agricultural research and the Department of Fisheries for fisheries research. The Department of Northern Affairs and National Resources had similar responsibilities for northern research.

13. Mr. Rowley said the National Research Council was organized mainly according to scientific disciplines. If it were to undertake responsibility for northern research as such it would presumably require the establishment of a special organization within the Council to ensure the co-ordination so necessary in northern work. There would be advantages if the northern research station were administered by the same agency as that administering the grants.

14. Mr. Robertson suggested that the Committee consider this matter and it could be discussed again at the next meeting in order that Dr. van Steenburgh, the Chairman of the Scientific Research Sub-Committee, could be present.

15. The Committee noted the report of the Scientific Research Sub-Committee and agreed to discuss it further at the next meeting.

IV. Project Chariot (Confidential)

16. Mr. Rowley said this project covered the excavation of an artificial harbour in northeast Alaska by means of nuclear explosions. Although no decision had yet been reached to proceed with Project CHARIOT some \$2 million was being spent on a programme of ecological studies designed to determine its biological effects. Several biologists involved in these studies had expressed concern privately that its effects might be more harmful than was indicated by the preliminary assessment of the U.S. Atomic Energy Commission.

(Secretary's memorandum Document ND-327 dated January 31, 1961).

17. The Committee noted the report on Project CHARIOT.

V. Proposed New Air Supply Pattern for the DEW Line (Unclassified)

18. Mr. Rowley reported that the new DEW Line air supply route would be based on Winnipeg and Churchill with aircraft flying direct from these bases to the main stations in Canada. This might affect adversely the operation of Pacific Western Airlines and Nordair but benefit Transair, The Air Transport Board was studying this problem.

(Secretary's memorandum Document ND-330 dated January 31, 1961).

19. Mr. Devine added that all three carriers had until the 24 February to submit proposals for combined operations out of Winnipeg and Churchill. The future carrier for the horizontal supply from main stations to auxiliary and intermediate stations had not yet been selected. Since DEW Line supply contracts were awarded on a year-to-year basis it was difficult for carriers to plan ahead. DOT had attempted to negotiate two-year contracts with the U.S. authorities but this was prevented by U.S. legislation.

20. Mr. Wilgress said the Permanent Joint Board on Defence had been informed of this development but had no further details.

21. The Committee noted the report on the proposed new air supply pattern for the DEW Line.

VI. Proposed Installation of an Automatic Weather Station on Graham Island in the Queen Elizabeth Islands (Unclassified)

22. Mr. Rowley referred to the automatic weather station which the U.S. Weather-Bureau was planning to install in the Queen Elizabeth Islands this summer. Power would be provided by means of isotope heating, heat being derived from a source still at a high energy level after having been irradiated in a nuclear reactor.

(Secretary's memorandum Document ND-331 dated February 15, 1961).

23. Mr. Barton suggested that the Cabinet should be informed of this proposal as it might attract considerable publicity.

24. The Committee noted the report on the proposed installation of an automatic weather station on Graham Island in the Queen Elizabeth Islands.

VII. Items of General Interest

(a) Annual Joint Arctic Weather Stations Planning Conference (Unclassified)

25. Mr. Rowley reported that the Annual Joint Arctic Weather Stations Planning Conference had been held on 9 February, 1961. It had been agreed that future meetings should be shorter and that items which did not concern the U.S. Weather Bureau would be deleted from the agenda and considered at a separate Canadian meeting. This year the RCAF would carry out the whole of the airlift for the first time, including the supply of Alert and Eureka. Within two or three years rockets might be used at the arctic

weather stations to obtain high altitude weather information.

(b) Cambridge Arctic Canada Expedition 1961 (Unclassified)

26. Mr. Rowley referred to the proposed Cambridge Arctic Expedition. The Scott Polar Research Institute considered that the expedition should be encouraged. It was primarily concerned with mountaineering but would also carry out a limited scientific programme.

(Secretary's memorandum Document ND-332 dated February 15).

(c) Take-Over of Police Duties at Fort Chimo by Quebec Provincial Police (Unclassified)

27. Mr. Rowley reported that in mid-January the Quebec Provincial Police had taken over the RCMP post at Fort Chimo. This completed the withdrawal of the R.C.M. Police from the Ungava Peninsula.

(d) Glaciological Investigations in the St. Elias Range (Unclassified)

28. Mr. Rowley reported that Dr. W. A. Wood, President of the American Geographical Society, would resume his work in the St. Elias Mountains. If the preliminary reconnaissance this summer was successful, he intended to arrange a continuing investigation over several years.

(Secretary's memorandum Document ND-328 dated January 31, 1961).

(e) Winter Oil Exploration in the North (Unclassified)

29. Mr. Rowley reported that this winter some twenty wells for oil exploration purposes would be drilled in the Yukon and Northwest Territories, particularly in the Liard and Fort Good Hope plains. The total cost would be approximately T7 million. In addition there would be an increase in seismic operations with ten crews working, at a cost of about 0 million. The number of wells to be drilled this year was lower than last year when about thirty were begun, but the seismic operations should lead to increased drilling next year.

(f) Explorers' Records Found in the North in 1960 (Unclassified)

30. Mr. Rowley reported that nine different records from early expeditions had been found in the Queen Elizabeth Islands in 1960, mostly by-oil exploration companies, Instructions were being issued on the procedure to

be followed when they found explorers' documents.

(g) Session of the Northwest Territories Council in Ottawa (Unclassified)

31. Mr. Robertson reported that the first session of the new Northwest Territories Council had been held in Ottawa from January 16-24, 1961. This year the Council had budgeted for a larger deficit than in previous years. The future political development in the Northwest Territories had been considered, and the possibility of dividing the existing Northwest Territories into two separate territories discussed. A new Territory of Mackenzie might be based on the Mackenzie Valley, possibly including also Banks and Victoria islands and the adjacent Arctic coast. The Council would discuss this subject further at its July session and the Minister of Northern Affairs and National Resources might then be asked to recommend a division to the federal government. The elected members had been unanimous in recommending the retention of appointed members on the Council of any new territory. The formation of a council for the remainder of the Northwest Territories had not been discussed in detail. It did not yet appear practical to hold elections in that area.

32. The Committee noted the items of general interest.

VIII. Other Business

(a) The Haines Cut-Off Road (Confidential)

33. Mr. Barton enquired whether any decision had been reached on keeping the Haines Cut-Off Road open.

34. Mr. Robertson said the recommendations of the Battelle Institute report included year-round operation of this road. The Economic Division of the Department of Northern Affairs and National Resources was at present studying the economic implications to Canada. Eventually the road would have to be kept open but this might have serious consequences for the Yukon Territory. If the White Pass and Yukon Railway were forced out of operation, transportation costs of mining companies would be increased and it might become very difficult to market their products. If the Haines Cut-Off Road were to be kept open an agreement would have to be reached on a division of costs between Canada and the United States.

(b) Use of Canadian Vessels on the Alaskan Service (Unclassified)

35. Mr. Rowley reported that the U.S. Senate Commerce Committee had recently approved a bill to allow Canadian vessels to provide passenger

service to southeastern Alaska. In the past Congress had approved yearly waivers of the Jones Act, the law which prohibits foreign vessels from providing such service from U.S. ports. The new bill apparently waived this prohibition indefinitely for Canadian vessels.

IX. Date of Next Meeting

36. The Committee agreed to meet at 2:30 p.m. on Monday, April 17, 1961, in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 9, 1961.

Appendix

Memorandum for the Advisory Committee on Northern Development:

Attached are copies of

(a) A Memorandum for the Cabinet on the Development of Frobisher Bay dated 14 February, 1961.

(b) A statement of the conclusions of the Frobisher Development Group dated 8 February, 1961.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
March 9, 1961.

Memorandum for the Cabinet

Development of Frobisher Bay, N.W.T.

In February, 1958, the Cabinet considered the anticipated government and private needs at Frobisher Bay and decided that a comprehensive community plan should be drawn up together with a scheme for the orderly construction of the necessary facilities. This decision was made with the knowledge that Frobisher, with its good harbour and airport, good building site and relatively central location, would be the major government administrative and operational centre in the Eastern Arctic. Subsequently the Frobisher Development Group was established with senior representation from the Department of Finance and from all other government departments and agencies concerned. With Treasury Board approval, a group of architectural and engineering consultants was then commissioned through the Department of Public Works to carry out the studies.

A. The consultants' report

(1) The studies have now been completed and a major report has been submitted by the consultants at a cost of about \$650,000. Not only does the report provide the required advice on Frobisher, but the studies of various construction techniques and comparative costs constitute an important new reference work on northern construction generally.

(2) The report recommends the provision of an integrated townsite to meet foreseeable government and private needs over the next ten years. The estimated cost of construction is \$27,000,000. The consultants concluded that relatively high rise precast concrete structures with short water and sewer lines would not only provide more permanent and fire resistant buildings than conventional frame or prefabricated structures, but would cost less to build in the first place, and far less to maintain.

B. The Conclusions of the Frobisher Development Plan

(1) The Group has agreed with the consultants' recommendations for townsite layout, and after a careful check of comparative costs, has agreed with, the method of construction proposed. The Group has concluded however, that only a part of the project should be considered for immediate construction.

(2) The \$27,000,000 project proposed by the consultants contemplated expansion in private enterprise and a major increase in the international air traffic. It also contemplated replacement of all temporary government housing now in existence, some of which has been built recently. The Group concluded that the wiser course would be to limit construction to known essential government requirements that have no connection with international aviation, military or civilian needs, and that are additional to facilities, permanent or temporary, already built,

(3) By limiting the project in this way, the capital outlay is brought down to an estimated \$12,670,000 and will provide for all civil government needs now foreseen, including a large backlog of works that have been postponed pending the completion of the consultants' report. This expenditure over the period 1961-62 to 1963-64 will provide a sixteen-classroom school with associated essential facilities, a vocational training establishment, a hostel for 175 academic and vocational students, an appropriate federal office building, a twenty-bed hospital, townsite warehousing, an apartment unit for 50 single and 70 married personnel, miscellaneous smaller structures and a complete water, sewer and Incinerator plant. The heating plant and enlargement of the power plant would require a loan of \$1,500,000 to the Northern Canada Power Commission which would be repayable ' through charges levied for the services.

C. Further Considerations

(1) The provision of a hostel at Frobisher is part of an educational programme that has been underway in the north with Cabinet approval for some years. The other school facilities are also part of the general programme. All other parts of the project are either already familiar to the Treasury Board or are in line with existing government policies. Standards for all buildings and the specific need for them would be subject to the normal reviews of the Treasury Board through its established committees.

(2) Existing military buildings United States Air Force could meet a few of the present requirements if they became available, but could not serve the majority of needs even with heavy expenditures for reconstruction. They might however, if available later, be used for single accommodation if staff needs should expand beyond the limits now anticipated.

(3) The staff accommodation in the revised plan is based on the accepted principle that the stability of a community such as Frobisher can only be assured by reducing the present preponderance of single employees through the provision of additional married accommodation.

(4) While the consultants' report indicates that it would be cheaper in the long run to replace all temporary accommodation now to reduce high operating costs, the capital investment in these units has only been made within the past three years. It is therefore part of the proposal that these be retained at least until 1971. The proposal includes provision for some \$300,000 to be spent to bring these units to the bare minimum health standards.

(5) Using the consultants' plan for the part of the project now proposed will provide a soundly designed and readily expandable base if in future government policies should require further construction or if private enterprise wishes to construct buildings to meet its own needs.

Recommendations

(1) That Cabinet approve the undertaking of the limited project outlined above and the funds required be provided in the supplementary estimates for 1961-62 and the main estimates for 1962-63 and 1963-64 for the departments concerned.

(2) That the individual components of the project be subject to the normal reviews of Treasury Board.

(3) That approval in principle be given to the hiring of more or less the same group of consultants, subject to specific Treasury Board approval of the contract terms, to prepare working drawings and supervise construction at a fee to be negotiated, but in no case to exceed the \$600,000 included in the project estimate of \$12,670,000.

Walter Dinsdale,

Minister of Northern Affairs and
National Resources

OTTAWA, 14th February, 1961

Statement on the Conclusions of the Frobisher Development Group

(To serve as a working paper and control document for the proposed development if Cabinet approval of the project is given)

(Secret)

Development of Frobisher Bay, N.W.T.

In a memorandum for the Cabinet of February 4, 1958, the then Minister of Northern Affairs and National Resources set out the probable developments that would take place at Frobisher Bay over the next few years and noted the impact these developments would likely have on the existing community. The memorandum concluded that the sum total of anticipated government and private developments at Frobisher made essential the preparation of a proper community plan and a scheme for the orderly construction of necessary facilities. At its meeting of February 5, 1958, the Cabinet agreed that planning for Frobisher should proceed along the lines suggested.

After this decision was reached, the interdepartmental Frobisher Development Group was established, embracing representatives from all departments concerned, including Finance (Treasury Board staff), Public Works, Defence, Transport, Northern Affairs, Health and Welfare, etc. Through the Group membership advice has also been available from Central Mortgage and Housing Corporation, National Research Council and other government organizations. With Treasury Board approval, a contract was entered into with a group of consulting engineers and architects selected and commissioned by the Department of Public Works. The consultants, working under the guidance of the Frobisher Project Office and the Advisory Design Committee, have now completed their report with preliminary designs, and their proposals have been reviewed by the Group. The purpose of this memorandum is to place before Cabinet the recommendations the Group has made and in which I concur.

Consultants' Study and Recommendations

The consultants' report is a major work comprising some thirteen volumes of prose and plans, and has been produced in accordance with Treasury Board approval at a total cost of about \$655,000. The consultants were charged with developing a townsite layout to meet the needs of all government and private agencies that could be foreseen over the next ten years, with the layout being designed for further expansion beyond that period. The consultants were also required to consider the various construction techniques that might be adopted, to compare their costs and to incorporate in their townsite layout the construction system which would

produce the greatest economies in cost of construction and subsequent operation and maintenance.

In the course of the work, the consultants considered comparative costs of conventional techniques now followed in the north which result in communities spread over large areas, with extremely high costs for water and sewer and other services. They also considered the use of high-rise buildings to reduce the area occupied by a community, and to reduce the costs of services. They considered not only capital costs of various construction techniques, but also the heating, maintenance and other operating costs that would result. Their conclusion was that the use of relatively high-rise precast concrete structures, founded on rock, coupled with the shortest possible sewer and water lines, etc., would give not only slightly lower initial construction costs, but would also give a much lower combined construction and operating cost, virtual freedom from fire hazard and would give Canada an extremely efficient and attractive community in the Arctic. Its permanence would be symbolic of Canada's determination to develop and use her northland. Its efficiency would be pattern-setting for other government departments and promote installations in Arctic locations.

In preparing the townsite layout, the consultants provided for the construction of accommodation and various types of special buildings together with the necessary services that would meet the needs of government and private agencies in the area over the next ten years. The total estimated cost of the project on this basis would run to about \$27 million, and would provide not only for anticipated new requirements, but would also provide for the replacement of many existing but temporary government facilities that have been constructed in the past. The consultants' report indicated that because of much lower operating cost, there would be an overall saving over the next twenty-five years if these temporary facilities were to be replaced in the immediate future.

Conclusions of the Frobisher Development Group

The Group has studied the consultants' report. It agrees with the consultants that it is essential that any future construction at Frobisher should be carried out under a proper community plan, the water and sewer services should be incorporated with such construction, that the basic plant for such services should be capable of expansion at lowest cost to meet future needs, and that construction techniques used henceforth should provide permanent structures with accompanying low operating costs.

The Group has also concurred in the proposed techniques of construction and the Department of Public Works has made its own analysis of construction costs and is satisfied that the consultants' conclusions are in line with current construction costs.

The main problem the Group has encountered in reviewing the report is the question of the rate at which the development should proceed. The Group believes there would be long-term savings if the entire proposal of the consultants were to be carried out over, say, the next five years. The Group recognizes, however, that some of the requirements involved in the consultants' proposal are in the nature of anticipated developments that may conceivably not come about. In addition, the Group recognizes that a number of the temporary structures built over the past few years could be used for some years yet without serious ill effect on the life of the community. The Group has concluded, therefore, that it would be better not to proceed with the whole development, but to proceed with certain vital portions of the development which would take care of requirements that exist now and are certain to continue.

In anticipation of the consultants' report, the amount of new construction at Frobisher over the past year or more, and that provided for in the 1961-62 Estimates of all departments, has been held well below the normal requirements that have arisen during that period. At the moment, therefore, there is a backlog of known requirements which have to form the nucleus of any new construction that may be undertaken. With this in mind, the costs of constructing these requirements over the next three years and the cost of constructing the accompanying services have been worked out. The total of this comes to \$12,670,000. This figure includes \$300,000 for the improvement of sanitary facilities in the temporary apartments which are to be retained.

Details of Smaller Program Proposed by the Group

Appendix A attached sets out the items involved and the proposed timing for their construction. The hospital, the school and the hostel, which are three of the main items involved, are not new proposals and the need for their construction has been known by the Treasury Board for some time. The Projects Centre which would provide a small group of stores for the sale of Eskimo produce, handicrafts, and for certain essential services to be run by Eskimos, such as a bakery, a barber shop, etc., has not been considered specifically by the Treasury Board before, but has been from the beginning an integral part of the townsite development considerations. The proposed firehall is, of course, an essential service to the whole of the Frobisher

community as well as to the new portion that is now proposed for construction. The Federal Building is urgently required if efficient administrative operations are to be carried on by all government departments concerned*

The only other major item in Appendix A, apart from services, is the staff accommodation for 120 single or married employees. This number is based upon additional staffs required by several government departments for various purposes which are already known to the Treasury Board. It includes, for example, the additional positions required to staff the new hospital and the school and hostel. The accommodation would be used for employees recruited in the south only, It would replace some eight definitely sub-standard units now used for the housing of southern staff at nearby Apex Hill but would not replace any of the temporary apartments that have been built at Frobisher during the past three years,

The Group has considered the extension of utilidor services to these temporary apartments but has rejected the proposal because the costs of operation and amortization would be higher than current costs. It will be necessary, however, to make some provision for improved water and sewer services within these buildings if they are to be used for some years yet. The cost of such improvements will not exceed \$300,000. This figure is included in the overall cost of the program.

The Group has concluded that the proposed program in its scale, timing and construction techniques, is the soundest possible approach to meeting government requirements at Frobisher Bay/ This approach would also result in the creation of a nucleus of permanent buildings and services around which, under a townsite plan, future government; and private needs could be constructed, with maximum efficiency and economy.

Recommendations

(1) It is recommended that the Group's conclusions be accepted and that authority be given for a timed development at Frobisher in accordance with Schedule A. This will involve the provision of a total of \$2,325,000 in the Supplementary Estimates for 1961-62 of the Departments concerned. It will mean the provision of a total of \$5,765,000 in the Main Estimates for 1962-63, and \$4,580,000 in 1963-64. This recommendation is made on the understanding that the scales of accommodation and staffing will be subject to the normal reviews of the Treasury Board.

(2) As the consultants who have prepared the present report are fully conversant with the problems at Frobisher and have already done the

preliminary design work, it is recommended that authority be given to hire these consultants at once for the work of preparing working drawings for the proposed program and for supervision of the construction. The total cost for consultants from April 1, 1961, onward, as indicated in Appendix A, will be in the region of \$600,000. The actual fee would be negotiated on the basis of the work already performed. The Department of Public Works would be the construction agency.

Chairman,
Frobisher Development Group

Ottawa, 8 February, 1961.

Appendices to the document [not reprinted in this volume]:

Explanatory Statements to be used in Conjunction with the Memorandum to Cabinet on Frobisher Bay Dated February 8th 1961

A: Proposed Construction Programme – Frobisher Bay

B: Comparison of Construction Costs Prepared by the Department of Public Works for Various Methods of Construction as a Crosscheck on the Recommendations Made by the Consulting Engineers including actual cost of U.S.A.F Composite Building

C: Breakdown of Requirements for Staff Accommodation

60. The sixtieth meeting of the Committee was held on Monday, 24th April, 1961, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Mr. L.D. Wilgress, Chairman, Canadian Section, P.J.B.D.

Major-General H.A. Young, Deputy Minister of Public Works.

Mr. L.L. Brown, representing the Deputy Minister of Citizenship and Immigration.

Mr. L.M. Card, representing the Deputy Minister of Defence Production.

Dr. G.S. Field, representing the Chairman, Defence Research Board.

Superintendent W.G. Fraser, representing the Commissioner, R.C.M.P.

Dr. J.S. Hodgson, representing the Secretary to the Cabinet.

Dr. N.B. Hutcheon, representing the President, National Research Council.

A/V/M A. de Niverville, representing the Deputy Minister of Transport.

Mr. G.G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, Secretary.

Also Present:

Mr. J.W. Allen, Department of Northern Affairs and National Resources.

Mr. J.E. Charette, Department of Finance.

Mr. H.B. Dickens, National Research Council.

LCDR. E.M. Jones, Department of National Defence.

Mr. G.Y. Louchead, Department of National Defence.

W/C H.W. Lupton, Department of National Defence.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources,

Mr. L.H. Wickwire, Department of Citizenship and Immigration.

Mr. J. McGrory, Department of Northern Affairs and National Resources.

Mr. H.A. Langlois, Department of Northern Affairs and National Resources.

I. Development of Frobisher Bay (Confidential)

1. Mr. Robertson reported that the Cabinet had considered the proposed development of Frobisher Bay, and had formed a Cabinet Committee under the chairmanship of Dr. Dinsdale to examine the matter in more detail. The Cabinet Committee would recommend policies for the development of the Eastern Arctic and particularly of Frobisher Bay.
2. The Committee noted that a Cabinet Committee had been appointed to consider policies for the development of the Eastern Arctic.

II. Proposed Meteorological Observation Programme at Radstock Bay (Confidential)

3. Mr. Robertson referred to the request to the Treasury Board for authorization of a meteorological survey at Radstock Bay. The Treasury Board had asked for further information, which had been supplied.
4. Mr. Steele said the Treasury Board had decided that, since the two departments, National Defence and Transport, at present most concerned with operations at Resolute Bay, considered their requirements could be met there, there was no immediate need for a meteorological survey. They had therefore agreed that construction programmes at Resolute could proceed.
5. General Young said the Construction Sub-Committee had recommended the proposed construction at Resolute should be reviewed owing to the unsatisfactory site. In view of the Treasury Board decision he withdrew this recommendation.
6. A/V/M de Niverville stated that the Department of Transport had reconsidered their recommendation for a one-year observation programme at Radstock and concluded that it would not be long enough to provide sufficiently reliable data on the suitability of flying weather there in comparison with Resolute. The Meteorological Branch considered five years would be necessary to provide full information but two or three years should give reasonable assurance. Additional information appeared necessary also on the length of the open water season since in recent years the ice had sometimes left Radstock later than Resolute, and on the proposed airfield site owing to a R.C.A.F. report of evidence of flooding. It might be possible by periodic observations to obtain further information on these points well as on the meteorological conditions.
7. Mr. Robertson referred to the increasing mineral exploration in the area which would make it imperative to establish a reliable base. Five years hence

it might be necessary to move from Resolute but there would be no additional information on an alternative site unless a start [was] made now in collecting it. The conditions which so severely hampered the operations of the small aircraft used in exploration did not affect the departments of Transport or National Defence to the same extent. The departments concerned might meet to discuss possible solutions to the problem.

8. Mr. Rowley explained that in the past the Resolute airfield had been used mainly for the spring airlift when flying conditions in the north were normally very good. The airfield was now being used to an increasing extent during the summer and it was at this season that crosswinds on the runway were proving so serious. This had led to complaints from exploration companies whose operations had been brought to a standstill by prolonged periods of bad weather at Resolute. The Construction Branch of the Department of Transport had made a detailed survey of the proposed site at Radstock and had made no mention of flooding. The Canadian Ice Atlas showed that Radstock was markedly easier to approach by sea than Resolute, but there was little information about ice conditions within the bay. The U.S. Weather Bureau might be asked to establish an automatic weather station at Radstock to obtain the meteorological data required.

9. The Committee noted that the Treasury Board was not prepared to authorize the establishment of a meteorological observing program at Radstock Bay at this time, and agreed that the departments concerned should meet to discuss how further information on Radstock Bay might be obtained.

Report of the Construction Sub-Committee (Unclassified)

10. General Young reported that the Construction Sub-Committee had on March 2 reviewed the annual summaries of Progress of Construction 1960-61 and Proposed Construction 1961-62. About \$32 million had been spent during the 1960-61 fiscal year and 58% of the projects had been completed. In 1961-62 approximately \$32 million would again be spent. A new form was being adopted for both reports. This would in future allow progress in any year to be compared with the planned programmes for that year and with other years.

(Secretary's memoranda Documents ND-334, ND-335, and ND-335 dated April 4, 1961).

11. Mr. Robertson considered the new method of reporting plans and progress would greatly increase the value of the reports.

12. The Committee noted

- (a) The Report of the Chairman;
- (b) The Report of the Progress of Construction 1960-61; and
- (c) The Report on Proposed Construction 1961-62.

IV. Report of the Scientific Research Sub-Committee (Confidential)

13. Mr. Robertson referred to the discussion on the report of the Scientific Research Sub-Committee at the last meeting. It had been agreed to consider the report further at the present meeting.

(Secretary's memorandum Document ND-329 dated February 15, 1961).

14. Dr. van Steenburgh said the main difficulty affecting northern research was the high cost of transportation. Grants could be awarded to individual scientists but the logistical problems severely handicapped the organizing expeditions. One result of this was becoming evident in the critical shortage of trained scientists for northern work. The Jacobsen-McGill Expedition was an example of a very desirable scientific undertaking being jeopardized by the high cost of transportation. A figure of \$200,000 has been proposed by the Research Sub-Committee, but the level of support necessary could be tested only by experience. The cost of supporting university research was much lower than the cost of carrying out research through government agencies as the universities themselves bore much of the expense.

15. Mr. Robertson added that transportation costs were seriously affecting the plans for the Devon Island station of the Arctic Institute of North America. Scientific research was an essential part of northern development policy and should be a matter of great concern to the government. In the past there had been little interest in Canada in arctic research but the recent establishment of northern institutes at the universities of Alberta and Saskatchewan and elsewhere was an encouraging sign. The problem was moving from lack of interest to lack of the means of meeting transportation costs. Without government encouragement and support the new institutes would be unable to survive and the interest of the universities in the north would fail.

16. Dr. Field agreed fully that there was a pressing need for greater support for northern research. The Defence Research Board had recently had to

refuse a number of requests for support for sound scientific programmes in the Artic.

17. Mr. Steele said he had no comment on either the desirability of the proposal or the amount suggested. When the proposal went from the Committee it would be considered by the Treasury Board and possibly by the Panel on Scientific Policy. If research were carried out in the interests of a department the cost was normally included in that department's vote, but if it were of a general nature funds were often through the National Research Council.

18. Dr. van Steenburgh said the Research Sub-Committee had held the view that since this support would be mostly for logistical purposes the Department of Northern Affairs and National Resources would be the most suitable agency.

19. Mr. Robertson said he had discussed the matter briefly with Dr. Steacie, who had said that on balance he thought in this case the Department of Northern Affairs and National Resources would probably be the most suitable agency owing to the department's user interest in the results of northern research. He planned to discuss the problem further with Dr. Steacie and it would be most helpful if Mr. Steele and Dr. van Steenburgh could be present.

20. The Committee noted the report of the Scientific Research Sub-Committee and agreed that Mr. Robertson should discuss with Dr. Steacie, Dr. van Steenburgh, and Mr. Steele the means by which increased government support could be given to northern research.

V. DEW Line Air Supply (Confidential)

21. Mr. Rowley reported that arrangements for the DEW Line air supply through Winnipeg and Churchill to the main stations were almost complete but there were some difficulties with the horizontal supply along the line.

(Secretary's memorandum Document ND-337 dated April 19, 1961).

22. Mr. Loughhead explained that the Federal Electric Company was not prepared to accept the figure proposed by Nordair for the horizontal supply and the matter was being reviewed by the Air Transport Board.

23. The Committee noted the report of the DEW Line air supply.

VI. Deactivation of Certain Radar Stations in Baffin Island and Newfoundland (Secret)

24. Air Commodore Weston said no final decision had yet been reached on the deactivation of the PINETREE stations in Baffin Island and certain gap-filler stations in Labrador.

(Secretary's memorandum Document ND-338 dated April 19, 1961).

25. Mr. Wilgress reported that the matter had been discussed at the Permanent Joint Board on Defence. The question of the future use of the buildings had been raised but had not been considered further. The Department of External Affairs had not been prepared to agree to a suggestion that the matter be declassified, and no publicity would be given to it.

26. The Committee noted the report on the proposed deactivation of certain radar stations in Baffin Island and Newfoundland.

VII. Annual Report of Government Activities in the North 1960 (Unclassified)

27. Mr. Robertson referred to the Annual Report on Government Activities in the North which had been distributed to those present, and suggested the report might be discussed at the next meeting.

(Secretary's memorandum Document ND-339 dated April 17, 1961).

28. The Committee agreed to discuss the Annual Report on Government Activities in the North 1960 at the next meeting.

VIII. Ice Atlas of Arctic Canada (Unclassified)

29. Mr. Rowley described how the Defence Research Board Ice Atlas summarized all information on ice conditions in the Canadian Arctic this century by means of weekly charts.

(Secretary's memorandum Document ND-340 dated April 19, 1961).

30. Dr. Field said the atlas had been prepared by the Scott Polar Research Institute for the Defence Research Board. The probable severity of ice conditions in any area could be determined at a glance. No arrangements had been made so far to keep the atlas up-to-date. The departments of

Mines and Technical Surveys, Northern Affairs and National Resources, and Transport who were concerned with ice information might discuss with the Defence Research Board how new information could be added.

31. Dr. van Steenburgh said the Department of Mines and Technical Surveys had a continuing interest in the atlas and would co-operate in keeping it up-to-date.

32. Mr. Robertson described the atlas as filling a long-felt need. It should play a most important role in northern development by providing commercial companies and others with vital information which had previously been inaccessible.

33. The Committee noted the report on the Ice Atlas of Arctic Canada.

IV. Ellesmere Ice Shelf Expedition (Unclassified)

34. Mr. Rowley explained that members had been informed by memorandum that the U.S.A.F. had asked permission to carry out an expedition to the Ellesmere Ice Shelf this summer. This plan had subsequently been cancelled as the U.S.A.F. could not find sufficient suitably qualified scientists to carry out the work. In both Canada and the United States the problem of attracting suitable scientists to arctic work is becoming critical.

(Secretary's memorandum Document ND-333 dated March 9, 1961).

35. The Committee noted that the U.S.A.F. had cancelled their proposed Ellesmere Ice Shelf Expedition owing to difficulty in finding suitably qualified scientists.

X. Items of General Interest

36. The Secretary reported the following items of general interest:

(a) Project Chariot (Confidential)

37. There now seemed to be no possibility of the Project CHARIOT explosion taking place in 1962 as insufficient time remained for preparations, even if a decision to proceed with the explosion were to be reached in the immediate future. The latest information indicated 1964 to be the earliest date and that the whole project might well be dropped.

(b) Governor-General's Visit to Northern Canada (Confidential)

38. The Governor-General was intending to visit northern Canada during the second half of June. The provisional itinerary included Churchill, Uranium City, Fort Smith, Hay River, Fort Simpson, Norman Wells, Inuvik, Yellowknife, and Cold Lake.

(c) Fire at the Rocket-Launching Facility at Fort Churchill (Confidential)

39. In February 1961, a substantial part of the rocket-launching facility at Fort Churchill was destroyed by fire. It was probable that the United States would propose that the installation be rebuilt but they were still considering the type of facility required. Three Aerobee 100 rockets would be fired in May and June for NASA under temporary arrangements, but no other firings were at present planned.

(d) D.O.T. Icebreaker Probe in the Archipelago (Unclassified)

40. The Department of Transport was planning to use two heavy icebreakers this summer to test the feasibility of marine operations in northern areas which had not in the past been serviced by sea.

(e) Proposed Deep Test Drilling in the Queen Elizabeth Islands (Confidential)

41. Certain oil exploration companies were attempting to form a syndicate to drill a deep test hole in the Queen Elizabeth Islands, possibly on Melville Island or failing that on Bathurst Island. It was estimated that this would cost about \$1 million.

42. Dr. Van Steenvurgh asked the Secretary to send him information on the drilling proposal as the Dominion Observatory was interested in instrumenting the drill holes in this area to provide information on thermal conductivity.

43. The Committee noted the items of general interest.

XI. Other Business

(a) Search for Norse Remains in Canada (Unclassified)

44. The Secretary reported that last year Mr. Helge Ingstad, a Norwegian who had spent several years in northern Canada and Alaska and had at one time been the Governor of Spitsbergen, had carried out an air reconnaissance for possible Norse sites in Labrador. He was at present examining air

photographs and planned to sail from Montreal early in May in a 50-ton vessel to investigate the north shore of the St. Lawrence and the Labrador coast for possible Norse sites.

45. The Committee noted that Mr. Ingstad was planning to search for Norse remains in Canada.

(b) Visit of Dr. Terence Armstrong (Unclassified)

46. The Secretary reported that Dr. Terence Armstrong of the Scott Polar Research Institute would be visiting Ottawa, probably in the middle of May. The opportunity might be taken to have Dr. Armstrong speak to members of the Committee and others on Russian scientific work in the Northern Sea Route.

47. The Committee noted the visit of Dr. Armstrong and asked that arrangements be made for him to speak to the Committee on Russian scientific work in the Arctic and the Northern Sea Route.

(c) Next Meeting of the P.J.B.D.

48. Mr. Wilgress reported that the Permanent Joint Board on Defence would visit northern Canada in September stopping at Churchill, Cambridge Bay, Cape Parry, Tuktoyaktuk, and Inuvik, before holding their meetings at Cold Lake.

49. The Committee noted that the P.J.B.D. would visit northern Canada in September.

XI. Date of Next Meeting

50. The Committee agreed to meet on June 12, 1961, at 2:30 p.m. in the Privy Council Committee Room.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources
May 8, 1961.

61. The sixty-first meeting of the Committee was held on Monday, June 12, 1961, at 2:30pm in the Privy Council Committee Room. East Block.

Present:

Mr. R.G. Robertson Deputy Minister of Northern Affairs and National Resources, (Chairman).

Mr. L.D. Wilgress, Chairman, Canadian Section, P.J.B.D.

Dr. A.H. Zimmeroan, Chairman, Defence Research Board.

Dr. M.E. Andal, representing the Deputy Minister of Agriculture.

Mr. L.L. Brown, representing the Deputy Minister of Citizenship and Immigration.

Mr. J.E. Charette, representing the Secretary to the Treasury Board.

Mr. W.A. Huck, representing the Deputy Minister of Defence Production.

Col. R.G. Kingstone, representing the Chairman, Chiefs of Staff.

Mr. R.F. Legget, representing the President, National Research Council.

Dr. J. Willis, representing the Deputy Minister of National Health.

Mr. G.W. Stead, representing the Deputy Minister of Transport.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. F.M. Tovell, representing the Under-Secretary of State for External Affairs.

Mr. V.F. Valentine, Department of Northern Affairs and National Resources (Acting Secretary).

Also Present:

Mr. T.A. Harwood, Defence Research Board.

Dr. W.A. Hoynihan, Department of Agriculture.

Major N.D. Thomas, Department of National Defence.

Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Mr. A.T. Davidson, Department of Northern Affairs and National Resources.

Mr. R.G. Halbot, Department of Northern Affairs and National Resources.

Mr. J.A. McGrory, Department of Northern Affairs and National Resources.

I. Development of Frobisher Bay (Confidential)

1. Mr. Robertson reported that a majority of the Cabinet Committee set up to examine the question of Frobisher Bay supported the proposed development. The immediate problem was to move the proposal to the head of a very heavy Cabinet agenda.
2. The Committee noted the report on the development of Frobisher Bay.

II. Revised Oil and Gas Regulations (Unclassified)

3. Mr. Robertson referred to the announcement in the House of Commons by the Minister of Northern Affairs and National Resources regarding revisions to the Canada Oil and Gas Regulations.

(Secretary's memorandum Document ND-341 dated June 8, 1961).

4. Mr. Davidson said the revisions were designed to encourage exploration and to assist the production of oil at prices competitive in the world market. Royalties in the north were being reduced, and changes made in the system of disposing of Crown reserves so that fields could be exploited economically as units rather than divided among a number of different companies.
5. The Committee noted the revisions to the Canada Oil and Gas Regulations.

III. Deactivation of Certain Radar Stations in Baffin Island and Newfoundland (Secret)

6. Mr. Tovell reported that the Canadian Government had concurred in the proposed deactivation of certain PINETREE sites and gap-filler radars in Baffin Island and Newfoundland once the eastward extension of the DEW Line had been brought into operation. The question of custody and disposition of the buildings remained to be discussed between the two governments. Arrangements were being made with the United States for Canada to assume a greater part in the operation of the remaining radar stations in Canada.
7. The Committee noted the report on the deactivation of certain radar stations in Baffin Island and Newfoundland.

IV. Government Support for Northern Scientific Research (Confidential)

8. Mr. Robertson said he had not yet been able to arrange the meeting with Dr. Steacie, Dr. van Steenburgh, and Mr. Steele to consider the means by which increased government support could be given to northern research. The problem was becoming urgent as provision would have to be made in the forthcoming estimates, and the meeting would be hold as soon as possible.

9. The Committee noted that the Chairman would meet with Dr. Steacie, Dr. van Steenburgh, and Mr. Steele to consider the means by which increased government support could be given to northern research.

V. Annual Report on Government Activities in the North (Unclassified)

10. Mr. Robertson enquired whether there were any comments on the Annual Report on Government Activities in the North which had been distributed at the last meeting.

(Secretary's memorandum Document ND-339 dated April 17, 1961).

11. Dr. Willis suggested that more use might be made of the report if it were possible for it to include maps and graphs.

12. The Committee approved the Report on Government Activities in the North and asked the Secretary to see whether it would be practicable in future to include maps and graphs.

VI. Visit of the Chief of Naval Research, U.S. Navy, to the Arctic (Confidential)

13. Mr. Robertson said that the Chief of Naval Research, U.S. Navy, was considering a tour of northern research stations, and the United States would probably request permission to include certain Canadian locations on the itinerary.

(Secretary's memorandum Document ND-342 dated June 8, 1961).

14. The Committee noted the proposed visit of the Chief of Naval Research, U.S. Navy, to the Arctic.

VII. DOT Icebreaker Operations in Queen Elizabeth Islands (Confidential)

15. Mr. Stead explained that the plans for icebreaker operations in the Queen Elizabeth Islands were still tentative. The factor governing the size of the icebreaker fleet was the need to provide adequate support for the increasing winter traffic in the Gulf of St. Lawrence. The fleet was now adequate for summer operations in the north and this should allow the department to investigate the possibilities of extending navigation in arctic waters. It was not yet certain whether it would be necessary to call on RCAF support.

(Secretary's memorandum Document ND-343 dated June 8, 1961).

16. Mr. Robertson said the proposed operation this summer was most interesting. Oil companies planning northern exploration were anxious to obtain all possible information on ice conditions and hydrography.

17. Mr. Stead referred to the problem of high insurance rates in northern waters. This had been discussed with both Lloyd's Registry and Lloyd's. It was hoped that with more underwriting experience the insurance rates would fall. The Department of Transport wanted to encourage the participation of scientific bodies in investigating conditions affecting navigation in the north.

18. The Committee noted the report on the proposed icebreaker operations in the Queen Elizabeth Islands.

VIII. Joint Organization Order Covering Fort Churchill (Unclassified)

19. Major Thomas reported that the Chiefs of Staff Committee recently issued a Statement of Policy on Fort Churchill with a Joint Organization Order dealing with command and administration there. Copies could be obtained from the Secretary of the Advisory Committee on Northern Development.

(Secretary's memorandum Document ND-344 dated June 8, 1961).

20. The Committee noted the Statement of Policy and Joint Organization Order covering Fort Churchill.

IX. Items of General Interest:

(a) North Pole 7 (Confidential)

21. Mr. Harwood explained that the Russians had established N.P. 7, a scientific station on an ice floe in the Arctic Ocean, on 11 April, 1957, as part of their I.G.Y. activities. It had been abandoned exactly two years later when it had drifted to the north of Greenland. Early this spring the abandoned station was sighted by the RCAF off the coast of Baffin Island in the fast ice of Davis Strait some 25 miles southeast of Clyde. Mr. Harwood had been with a party that had recently landed at the station in a ski-equipped Dakota. Before abandoning the station, the Russians had destroyed the two items of particular interest, a helicopter (HOUND) and a rawinsonde radar (BEAMTRACK), but huts, tents, books, and large stocks of food were among the material left in good order. The equipment was not of good quality except for certain specialized technical items which were of first-class design and construction. Some equipment could be recovered and returned to the Russians. It seemed likely that the station had been abandoned because it had completed its task in the Arctic Basin and was drifting out of the area of most interest to the Russians. There was a difference of opinion as to whether the abandoned station had reached its present position via Robeson Channel or by passing through the Denmark Strait and around southern Greenland. A letter addressed to "all sailors and oceanographers" was found at the station and a translation of this is attached as Appendix "A".

22. Mr. Stead suggested that the Russians should be notified that the station had been found, and some publicity given to the matter.

23. Mr. Legget said the Building Research Division of the National Research Council would like an opportunity to examine the huts.

(b) Lectures by Dr. Terence Armstrong (Unclassified)

24. Mr. Valentine reported that, as suggested at the last meeting, the Secretary had arranged for Dr. Terence Armstrong of the Scott Polar Research Institute to give two lectures during his recent visit to Ottawa. Dr. Armstrong spoke on Russian scientific activities in the Arctic and on the Northern Sea Route. Both lectures were very well attended and aroused considerable interest.

(c) Visit of their Excellencies the Governor-General And Madame Vanier to Northwest Canada (Unclassified)

25. Mr. Valentine reported that Their Excellencies the Governor General and Madame Vanier had left for a visit to Northwest Canada. Their itinerary included Churchill, Uranium City, Fort Smith, Hay River, Fort Simpson, Norman Wells, Fort Norman, Inuvik, Yellowknife, and Cold Lake. All travel would be by air except for a journey by boat from Bennett Field down the Bear River to Fort Norman and then on down the Mackenzie to Norman Wells.

(d) Rabies Outbreak at Mould Bay, Prince, Patrick Island (Unclassified)

26. Dr. Moynihan reported that a suspected case of rabies among the dogs at Mould Bay had necessitated the evacuation of some of the station complement for treatment. The dog was subsequently determined not to be rabid. The Department of Agriculture now sent some 10,000 doses of rabies vaccine to the north each year, and was considering having a veterinary officer visit the north to carry out a survey of animal diseases.

(e) Polar Continental Shelf Expedition (Unclassified)

(i) Accident to an Otter Aircraft

27. Dr. van Steenburgh reported that on April 29 an Otter aircraft chartered by the Polar Continental Shelf Expedition landed on a recently frozen lead in the Arctic Ocean and broke through. The aircraft filled with water but the party of four was able to get out onto the ice with their camping gear. A search was quickly organized, the Decca navigation chain proving of great value in allowing lines to be flown at regular intervals across featureless sea ice. The party was detected from a signal made by means of a mirror and was picked up by a helicopter after some thirty hours on the ice. There were no injuries but some oceanographic and bottom sampling equipment was lost.

(ii) Incident with a Polar Bear

28. Dr. van Steenburgh mentioned that the Polar Continental Shelf Expedition had seen more polar bears this year than during either of the two previous years. Recently a bear attacked a scientist who was sleeping on the ice. The bear was shot before much damage had been done. The scientist was taken to Thule for treatment and inoculation for rabies but should return to duty soon.

(f) Scientific Expeditions in the Queen Elizabeth Islands (Unclassified)

29. Mr. Valentine reported that the stations occupied last year by the Jacobsen-McGill Expedition and the Arctic Institute of North America on Axel Heiberg Island and northern Devon Island respectively had both been reoccupied this season. The Defence Research Board had also resumed work at its station at Lake Hazen in Ellesmere Island.

30. The Committee noted the items of general interest.

X. Other Business

Railway to Great Slave Lake (Confidential)

31. Mr. Robertson reported that after discussions with the Consolidated Mining and Smelting Company and both railways proposals for the construction of a railway to Great Slave Lake had been made to the Cabinet and approved. It was hoped that legislation to enable work to be started would be introduced during the present session.

32. The Committee noted the progress on the railway to Great Slave Lake.

XI. Date of Next Meeting

33. The Committee agreed to meet at the call of the Chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
July 19, 1961.

Appendix "A"

**Drifting Scientific Research Station
North Pole 7
11 April 1959
Attention All Sailors and Explorers**

Here on this ice floe, on 16 April 1957, at latitude 82°09'N longitude 195°30'E, was set up the Union of Soviet Socialist Republics Drifting Scientific Research Station North Pole 7.

The station conducted scientific observations in accordance with the program of the International Geophysical Year over a period of 2 years.

The true drift of the ice floe over these two years was more than 2,500 kilometers. In April 1959 the station began to move into the strait between Spitzbergen and Greenland. Inasmuch as Station NP 7 had fulfilled the basic task assigned to it, it was decided to evacuate it. Instead of our station a new drifting station was set up, North Pole 8.

We finished our work and abandoned the ice floe 11 April 1959 at latitude 85°14' 1 N, longitude 326°55' 9 E, and returned to our homeland, the Union of Soviet Socialist Republics.

Here on the ice floe we left part of our equipment, several huts of old design, several tents, and a considerable quantity of good quality victuals.

We request all who find our ice floe and discover this letter to advise of its whereabouts by co-ordinates to the following address:

USSR
Leningrad, Fontanka 34
Arctic and Antarctic Research Institute
Chief Administration of the North Sea Route MMF

All may make use of the provisions left on the ice floe at their own discretion.

Commander, Scientific Drifting Station
"North Pole 7"
Candidate of Geographical Sciences
(Signed) N. A. Belov

62. The sixty-second meeting of the Committee was held on Monday, December 18, 1961, at 2:30 p.m. in the Privy Council Committee Room, East Block.

Present:

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Mr. L.D. Wilgress, Chairman, Canadian Section, P.J.B.D.

Dr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. L.L. Brown, representing the Deputy Minister of Citizenship and Immigration.

Mr. M. Cadieux, representing the Under-Secretary of State for External Affairs.

Mr. J.E. Devine, representing the Deputy Minister of Transport.

Mr. W.A. Huck, representing the Deputy Minister of Defence Production.

Mr. R.F. Legget, representing the President, National Research Council.

Inspector J.T. Parsons, representing the Commissioner, R.C.M.P.

Mr. G.E. Steele, representing the Deputy Minister of Finance.

Dr. W.E. van Steenburgh, representing the Deputy Minister of Mines and Technical Surveys.

Mr. G.W. Williams, representing the Deputy Minister of Public Works.

A/C R.C. Weston, representing the Chairman, Chiefs of Staff.

Mr. G.W. Rowley, Department of Northern, Affairs and National Resources (Secretary)

Also Present:

Mr. J.A. Beesley, Department of External Affairs,

Mr. J.E. Charette, Department of Finance,

Commander V. Henrys Department of National Defence,

Major G. Finlays Department of National Defence,

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources,

Mr. F.M. Tovell, Department of External Affairs,

Mr. R.G. Halbot, Department of Northern Affairs and National Resources.

IV. The Antarctic Treaty (Secret)

1. As Mr. Cadieux had to attend another meeting, this item was considered first in the Agenda.

2. Mr. Robertson explained that the Department of External Affairs had asked the views of the Advisory Committee on Northern Development on whether Canada should accede to the Antarctic Treaty.

(Secretary's memorandum ND-346, dated 15 September, 1961).

3. Mr. Cadieux said acceding to the Treaty would indicate that Canada endorsed the principle it established of safeguarding the area for scientific investigation and peaceful pursuits, and might also be construed as giving substance to the Prime Minister's suggestion at the United Nations of opening the North to mutual inspection. On the other hand it might invite comparison between the Arctic and the Antarctic, with some danger of the Arctic being assimilated to the Antarctic. It was not possible to determine how this would affect Canadian interests as the position of the Canadian government on sovereignty of Arctic waters had not yet been defined. Full participation in the treaty would involve some Canadian scientific activity in the Antarctic and hence some expense that it might be, more in Canada's interest to apply to arctic research. No countries, other than the original twelve and possibly Poland, had yet acceded to the treaty. Australia had asked informally whether Canada intended to accede.

4. Dr. van Steenburgh explained that extensive research programmes were being conducted in the Antarctic, but little detailed information about them was available in Canada. This was of much concern to Canadian scientists since there was a danger of duplication with the increasing Canadian work in the Arctic. In many ways physical conditions in the Antarctic were similar to those in the Arctic, and the same techniques could frequently be used. Some Antarctic research was directly complementary to Canadian work in the north. These and other considerations had led the Scientific Research Sub-Committee to conclude that from a scientific viewpoint there would be no disadvantages, and possibly substantial advantages to Canada, in acceding to the treaty. At present scientific reports were received through informal contacts only. He had discussed this recently with the U.S. National Science Foundation and had arranged for two copies of all their scientific reports on the Antarctic to be sent to Canada. Similar arrangements could no doubt be made in the case of western countries, but they might not be free to send information they had received from the U.S.S.R.

5. Dr. Zimmerman pointed out that there was also an interest on the part of the antarctic¹⁸⁶ countries in scientific work in the Canadian Arctic, and this might assist in the exchange of information.

6. Dr. van Steenburgh said scientific interest in the Arctic was growing rapidly and increasing pressure from other countries wishing to carry out scientific expeditions should be anticipated. In scientific matters the position was developing that Canada was considered to be the nation most concerned with research in the Canadian north including the channels between the islands and up to the limit of the continental shelf but not in the Polar Basin,

7. Mr. Huck suggested that failure to accede to the treaty might appear inconsistent with the declared Canadian policy of supporting the fullest discussion with other countries on international problems.

8. Mr. Rowley said the consultative meetings on the Antarctic dealt mainly with conservation, postal services, and similar administrative matters. The most important scientific meetings were those carried out under the auspices of the Special Committee on Antarctic Research (S.C.A.R.). Membership of this committee was open to countries actively engaged in antarctic research, but accession to the treaty would undoubtedly make it easier for Canada to participate in these meetings. At present scientific co-operation with the Soviet Union on antarctic research was much closer than in arctic research. It might be undesirable for Canadian contacts with the U.S.S.R. in polar science to be through a third party rather than personal and direct.

9. Mr. Cadieux said it was unlikely that the attitude of Canada towards accession to the Antarctic Treaty would arouse comment so long as there was no indication that other countries were anxious to accede to it. The Department of External Affairs might determine whether the provision to Canada of full reports on antarctic research carried out by the signatory powers could be assured without Canadian accession.

10. The Committee noted the recommendation of the Scientific Research Sub-Committee that from the scientific viewpoint there would be no disadvantages, and possibly substantial advantages to Canada, in acceding to the Antarctic Treaty, and agreed that the Department of External Affairs should determine whether full reports on antarctic research carried out by the signatory powers could be assured without Canadian accession.

¹⁸⁶ *Editors' note:* the first letter of "antarctic" is frequently lower case in the original document for this section.

I. The Soviet North - Economic Aspects (Secret)

11. Mr. Robertson referred to the useful information contained in the Joint Intelligence Bureau report on economic aspects of the Soviet North.

(Secretary's memorandum ND-345, dated 31 July, 1961).

12. Mr. Wilgress discussed the difficulty of drawing comparisons between the Soviet north and the Canadian north. Geographical conditions in the two areas were very different, and on the whole were much more favourable for development in the Soviet North. Latitude was not a fair standard of comparison and some more valid basis would be valuable.

13. Mr. Robertson suggested that a paper on the similarities and differences of the two areas might be prepared by the Secretariat in consultation with other agencies.

14. The Committee noted the report on the Soviet North - Economic Aspects, and agreed that Mr. Rowley should determine what would be involved in preparing a paper on the similarities and differences of the northern areas of the U.S.S.R. and Canada.

II. Government Support for Northern Scientific Research (Confidential)

15. Mr. Robertson reported that, as suggested at the sixtieth meeting, Dr. Steacie, Dr. van Steenburgh, Mr. Steele, Mr. Rowley and he had considered further the need for greater support for northern research. As a result \$200,000 had been included in the provisional estimates of the Department of Northern Affairs and National Resources. The Treasury Board had reduced this to \$100,000 but this would go an important way toward meeting the need during the next fiscal year.

(Secretary's memorandum ND-3509 dated 30 November, 1961).

16. Dr. Zimmerman said this item should not be taken to imply that it represented the total government support for northern research. Many government agencies were supporting research in their own spheres of responsibility. The new provision was for general support of northern institutes and scientific expeditions.

17. Dr. van Steenburgh reported that the Scientific Research Sub-Committee had met the previous week and had discussed how grants from this fund might be made. They had recommended the establishment of a

“grants committee”, composed of representatives of the Sub-Committee and scientists from outside the government, to make recommendations to the Minister of Northern Affairs and National Resources.

18. Mr. Robertson said this was similar to the practices followed by the Defence Research Board and the National Research Council in awarding grants.

19. The Committee noted the report on government support for northern scientific research.

III. Report of the Scientific Research Sub-Committee (Confidential)

20. Dr. van Steenburgh reported that the Scientific Research Sub-Committee had met on the 11th of December. Among the subjects discussed had been the progress of the Inuvik Research Station, the Antarctic Treaty, the Upper Mantle Project, and the establishment of a committee to recommend grants to northern Institutes and scientific expeditions.

(Secretary's memorandum ND-355, dated 13 December, 1961).

21. Mr. Rowley said that a site for the Inuvik Research Station had been chosen and pile-driving was about to begin. The shell of the building should be completed by the fall of 1962, and the laboratory ready to receive the first scientists by April, 1963. The site lay between the administration building and the residential area, and was close to the hotel.

22. Dr. van Steenburgh referred to the great interest in the station that he had found among U.S. scientists. There would certainly be applications from the United States to use the facilities. The Scientific Research Sub-Committee would review applications, and advise on priorities where there was any conflict.

23. Mr. Legger said that requests to use the laboratory might also be received from the United Kingdom. Consideration was being given to moving the National Research Council Permafrost Research Station at Norman Wells. One building might be moved to the southern limit of permafrost and the other possibly to the north. Plans would be closely co-ordinated with the Inuvik Research Station and there was no fear of duplication.

24. The Committee noted the report of the Scientific Research Sub-Committee.

V. Proposed Establishment of a Mackenzie Territory (Confidential)

25. Mr. Robertson said the Northwest Territories Council would be considering in January the case for establishing a Mackenzie Territory. The Council would probably recommend this step.

(Secretary's memorandum ND-347, dated 15 September, 1961).

26. The Committee noted the report on the proposed establishment of a Mackenzie Territory.

VI. Operation of the D.E.W. Line (Secret)

VII. Establishment of Ice Station Arlis II (Unclassified)

VIII. U.S. Office of Naval Research Visit to Arctic Research Facilities (Confidential)

IX. Icebreaker Operations in Northern Canada 1961 (Restricted)

X. The Second National Northern Development Conference (Unclassified)

XI. Frobisher Bay Development (Restricted)

27. Mr. Robertson said a number of items had been included mainly for information and were fully covered in the papers which had been circulated.

(Secretary's memorandum ND-348, dated 30 November, 1961,
Secretary's memorandum ND-349, dated 30 November, 1961,
Secretary's memorandum ND-351, dated 30 November, 1961,
Secretary's memorandum ND-352, dated 30 November, 1961,
Secretary's memorandum ND-353, dated 30 November, 1961,
Secretary's memorandum ND-354, dated 13 December, 1961.)

28. The Committee noted the reports on the operation of the D.E.W. Line; the establishment of Ice Station ARLIS II; the U.S. Office of Naval Research visit to arctic research facilities; icebreaker operations in northern Canada - 1961; the Second National Northern Development Conference and the Frobisher Bay Development.

XII. Items of General Interest

(a) Centre for Polar Studies Laval University. (Unclassified)

29. Mr. Rowley reported that Laval University was establishing a Centre for Northern Studies and the Quebec Government was making a grant of about \$25,000 towards it. The Director would be Professor L.E. Hamelin and field stations at Fort Chimo and Great Whale River were being considered.

(b) Visit of the P.J.B.D. to northern Canada. (Unclassified)

30. Mr. Rowley reported that the Permanent Joint Board on Defence had visited Churchill, Cambridge, and Inuvik in September before holding a meeting at Cold Lake.

(c) Drilling operations in Winter Harbour, Melville Island. (Unclassified)

31. Mr. Rowley reported that a number of oil companies headed by Dome had combined to finance an oil exploration hole near Winter Harbour. The hole, which was being drilled by the Peter Bawden Company, had at first been planned to go to 10,000 feet but the potential oil structures had not been met at the depth expected, and they were now planning to deepen the hole to 14,000 feet. A depth of 10,100 feet had already been reached.

(d) The Pine Point Railway. (Confidential)

32. Mr. Devine reported that the agreement between the Crown, the C.N.R., Pine Point Mines, and the Consolidated Mining and Smelting Company, setting out the terms under which the Pine Point Railway would be constructed and operated, had not yet been signed, but an Order-in-Council had been passed authorizing entry into this agreement. The C.N.R. had been authorized by Order-in-Council to construct the branch line to Hay River. An Order-in-Council authorizing the expenditure of \$500,000 for clearing and grading this year was at present under consideration. Surveys indicated that the route would present no major construction problems.

33. Mr. Steele said the C.N.R. was expecting to spend \$15,000,000. on construction during 1962/63 and this provision had been included in the estimates of the Department of Transport.

34. Mr. Robertson added that the planned completion date for the railway was 1966, but the mining company hoped it would be finished in 1965.

The company had also enquired whether the Northern Canada Power Commission would develop power on the Slave River. If this were done, a substantial amount of power would become available in the Fort Smith area for any other development.

(e) Visit of Their Excellencies the Governor-General and Madame Vanier to Northwest Canada. (Unclassified)

35. Mr. Rowley reported that Their Excellencies the Governor-General and Madame Vanier had visited Northwest Canada in the second half of June. Despite alterations caused to their schedule by the weather they had visited every place on the itinerary.

(f) Visit of the Prime Minister to the Yukon and Northwest Territories. (Unclassified)

36. Mr. Rowley reported that the Prime Minister and Mrs. Diefenbaker had visited Uranium City, Snare River, Yellowknife, Inuvik, and Whitehorse in July and had attended a meeting of the Northwest Territories Council at Fort Simpson. This was the first time that a Prime Minister of Canada had visited the Northwest Territories as at present constituted.

(g) Loss of the HBC vessel "FORT HEARNE" Western Arctic. (Unclassified)

37. Mr. Rowley reported that in July the HBC M.V. "FORT HEARNE" was making her way to Coppermine through ice in Dolphin and Union Strait when she struck a heavy floe. She did not at first appear to be seriously damaged but was in fact badly holed. She was towed by CMS "CAMSELL" to Bernard Harbour where she sank.

38. The Committee noted the reports on items of general interest.

XIII. Other Business (Confidential)

39. Major Finlay reported that work was expected to begin next spring on rebuilding the rocket facility at Churchill which had been destroyed by fire. It should be possible to use the range by the fall, On July 1st, 1962, the U.S.A.F. was taking over operational responsibility for the facility from the U.S. Army detachment which had moved to Alaska.

40. Dr. Zimmerman said the new facility would cost about 3.6 million dollars and would include a first-class rocket range with built-in safety features. Last summer it was necessary to use temporary arrangements for carrying out firings required urgently for the N.A.S.A, astronaut-in-space

programme. Rocket research at Churchill was particularly valuable in yielding information on the intensity of the Van Allen radiation belts, The Defence Research Board Black Brant firings would be resumed at Churchill when the range was ready.

41. The Committee noted the report on the Churchill Rocket Facility.

XIV. Date of Next Meeting

42. The Committee agreed to meet at 2:30 p.m. on Monday, February 12, 1962, in the Privy Council Committee Room,

G. W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
December 29, 1961.

63. The sixty-third meeting of the Committee was held on Monday, December 10, 1962, at 2:30 p.m. in the Privy Council Committee Room, East Block.¹⁸⁷

Present

Mr. R.G. Robertson, Deputy Minister of Northern Affairs and National Resources (Chairman).

Dr. W.E. van Steenburgh, Acting Deputy Minister of Mines and Technical Surveys.

Mr. L.D. Wilgress, Chairman, Canadian Section, P.J.B.D.

Major-General H.A. Young, Deputy Minister of Public Works.

Mr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. J.E. Charette, representing the Deputy Minister of Finance.

Mr. J. E. Devine, representing the Deputy Minister of Transport.

Mr. J.H. Gordon, representing the Deputy Minister of Citizenship and Immigration.

Dr. J.S. Hodgson, representing the Secretary to the Cabinet.

Mr. W.H. Huck, representing the Deputy Minister of Defence Production.

Dr. N.B. Hutcheon, representing the Office of the President, National Research Council.

Colonel R.G. Kingstone, representing the Chairman, Chiefs of Staff.

Mr. J.S. Nutt, representing the Under-Secretary of State for External Affairs.

Supt. J.T. Parsons, representing the Commissioner, Royal Canadian Mounted Police.

Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources, Secretary

Also Present:

Major G.M. Findlay, Department of National Defence.

W/C J.C. Mulvihill, Royal Canadian Air Force.

Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.

LCDR G.D. Westwood, Royal Canadian Navy.

Mr. R.G. Halbot, Department of Northern Affairs and National Resources.

¹⁸⁷ *Editors' Note:* The file contains a "Note for the Members of the Advisory Committee on Northern Development" from Rowley, dated 6 February 1962, stating that: "The 63rd meeting of the Committee, called for 2:30 p.m. on Monday February 12th, has been postponed. At least a week's notice will be given of the new date of the meeting."

I. Strategic Air Command Positive Control System of Communications (Secret)

1. Mr. Roberson referred to the Positive Control System of Communications required by the USAF Strategic Air Command.

(Secretary's memorandum Document ND-367 dated 4 December, 1962).

2. Mr. Nutt said an interdepartmental meeting would be called as soon as formal proposals had been received from the United States.
3. The Committee noted the report on the Strategic Air Command Positive Control System of Communications.

II. Operation and Maintenance of the D.E.W. Line (Confidential)

4. Mr. Robertson referred to the decision of the USAF to call competitive tenders for the operation and maintenance of the D.E.W. Line.

(Secretary's memorandum Document ND-368 dated 4 December, 1962).

5. Mr. Rowley said that companies were first submitting technical proposals; costs estimates would then be prepared from those proposals judged to be technically acceptable. Estimates would be for the U.S. fiscal year 1964 (beginning 1 July, 1963) but were being made on the expectation that a three-year period would be involved. The experience that the Federal Electric Company had gained in operating the line would give it a great advantage in bidding.

6. Mr. Huck explained that the USAF wanted the line to be operated under a single contractor rather than split into a number of sectors. "Joint venture" bids, submitted by a group of companies, would be considered and several Canadian companies were associated with U.S. companies in such bids. Sea and air transportation in Canada, purchase of P.O.L., employment of Canadians, and other matters covered by agreements between Canada and the United States would not be affected.

7. Mr. Rowley reported that a NORAD recommendation to close down the intermediate D.E.W. stations was being studied by USAF Headquarters.

8. The Committee noted the report on the operation and maintenance of the D.E.W. Line.

III. Administration of New Quebec (Confidential)

9. Mr. Robertson said the Quebec provincial government was planning to play a more active part in New Quebec. The present situation, where the federal government was providing most of the services, had arisen because until recently the population had been almost entirely Indian, and therefore a federal responsibility, or Eskimo, for which the federal government had assumed responsibility. There had been no formal agreements about the administration of New Quebec between the federal and provincial governments. There were long-standing treaties between the Crown and the Indians, but not with the Eskimos. If the provincial government took over responsibility for Eskimo affairs, it would probably propose extending this to Indians as well.

(Secretary's memorandum Document ND-369, dated 4 December, 1962).

10. The Committee noted the report on the administration of New Quebec.

IV. Construction Sub-Committee (Confidential)

11. Mr. Robertson referred to the report of the Construction Sub-Committee, the Construction Programme for 1962/63, and the Progress Report on Construction for 1961/62. The procedure for allocating responsibility for construction appeared to be working very well.

(Secretary's memoranda Document ND-364 dated 4 December, 1962 and Documents ND-360 and ND-361 dated 16 May, 1962).

12. General Young said the Sub-Committee had had the fullest co-operation from all departments concerned. The method of allocating responsibility avoided the duplication, confusion, and conflict of interests between different departments that had been common before the Sub-Committee had started its work. The percentage of scheduled projects completed during 1961/62 had improved considerably over the previous year. The economy measures introduced by the government would be reflected in the progress report on the construction programme for 1962/63, which was now being prepared. This would appear mainly in the day labour projects since contracts for most of the other projects had been awarded before the economy measures were introduced.

13. The Committee noted the Report of the Construction Sub-Committee, the proposed Construction Programme for 1962/63, and the Progress Report on the Construction Programme for 1961/62.

V. Scientific Research Sub-Committee (Unclassified)

14. Mr. Robertson referred to the report of the Chairman of the Scientific Research Sub-Committee and the grants recommended for northern scientific research. These grants had been made.

(Secretary's memoranda Document ND-366 and ND-363 dated 4 December, 1962).

15. Dr. van Steenburgh said both the Devon Island and the Jacobsen-McGill expeditions had overspent in the expectation of receiving larger grants. The Devon Island Expedition had had to discontinue field work owing to lack of funds. The Jacobsen-McGill Expedition had seized the opportunity last summer to case and instrument the top 2,000 feet of the Melville Island drill hole, but this had left them in a difficult financial situation.

16. Little was known about the flow of heat through the earth's crust and detailed studies were necessary. Heat flow data might prove important indicators of geophysical phenomena such as the presence of ore bodies. A working group of the Scientific Research Sub-Committee had considered whether general provision should be made in estimates for instrumenting drill holes in the north, but had concluded that this was not necessary since each hole should be considered individually. Oil conservation measures required dry holes to be cased above the level where they were plugged. This was expensive, especially in the north, and limited the scientific value of the holes.

17. Mr Rowley said a drill hole in the Yukon likely to be abandoned in the near future was already cased to 5,000 feet. He had reported this to the Dominion Observatories who were considering whether it should be used for scientific purposes. One difficulty in obtaining temperature measurements from these holes resulted from the circulation of hot mud during drilling. It required from 10 to 100 times the period during which the mud had circulated for temperatures to be restored to equilibrium. This might therefore take 50 years.

18. Dr. Hutcheon said the influence of the mud could be avoided by taking temperatures at the bottom of the hold at the time of drilling. These

measurements were not very satisfactory and were costly as they required extra drill time.

19. Mr. Rowley reported that the contract for the Inuvik Research Station called for completion by December 31, 1963. A National Research Council cosmic ray laboratory had been included as an extension to the station and should be ready for the International Year of the quiet Sun, which began on 1 January, 1964.

20. Dr. van Steenburgh said he had learned during a recent visit to Washington that the U.S. National Science Foundation was increasing its interest in the north, and it was proposed to change the name of the Antarctic Section of the Foundation to the Polar Section. One of the projects being supported was a major University of Wisconsin geophysical study extending across the Canadian Arctic Archipelago.

21. Mr. Devine referred to the Sub-Committee's consideration of the Department of Transport's proposals for expanding facilities at the Joint Arctic Weather Stations, and asked for an indication of A.C.N.D. support.

22. Dr. van Steenburgh said the Sub-Committee had recognized the need for some expansion of facilities, but did not have sufficient evidence of probable scientific work to support the degree of expansion indicated. The Sub-Committee had therefore limited itself to recommending priority for Prince Patrick Island where there was a definite and substantial requirement for the next few years. A working group of the Sub-Committee could meet with representatives of the Department of Transport to consider more specific recommendation on which firm proposals could be based.

23. The Committee noted the report of the chairman of the Scientific Research Sub-Committee and concurred with the Scientific Research Sub-Committee's recommendations regarding the Department of Transport's proposal for expanding facilities at the Joint Arctic Weather Stations to provide support for scientific parties.

VI. Government Activities in the North – 1961 (Unclassified)

24. Mr. Rowley explained that each year an increasing number of requests were received for "Government Activities in the North". The format of the report had been changed to make it more convenient for reference purposes.

(Secretary's memorandum Document ND-365 dated 4 December, 1962).

25. Dr. Zimmerman said the report was very useful and congratulated the Secretary.

26. The Committee noted the report on Government Activities in the North, 1961.

VII. Items of Information (Secret)

27. Mr. Robertson asked for comments on items circulated for information.

(Secretary's memoranda:

- (a) Soviet North – Economic Aspects (Document ND-359, dated 7 August 1962),
- (b) Comparison of the Soviet North and Northern Canada (Document ND-356, dated 7 August 1962).
- (c) Development of the Town of Churchill (Document ND-358, dated 7 August 1962).
- (d) Development of Frobisher (Document ND-358, dated 7 August 1962).

28. General Young reviewed the proposed development of a new townsite at Churchill. The federal and provincial governments had been unable to agree on how costs should be shared and subsequently the Department of National Defence had reduced their housing requirement at Churchill. The hospital building at Fort Churchill was unsatisfactory but there was a possibility of the RCN building becoming available, and this might be suitable. A plebiscite of the residents of the townsite showed that the majority wished to remain there. There now appeared to be no chance of a new townsite being developed.

29. The Committee noted the reports on –

- (a) Soviet North - Economic Aspects,
- (b) Comparison of the Soviet North and Northern Canada,
- (c) Development of the Town of Churchill,
- (d) Development of Frobisher.

VIII. Pine Point Railway (Unclassified)

30. Mr. Robertson referred to the effect that the Great Slave Railway would have on Hay River. A proposal to construct a spur to Mills Lake had been considered but the volume of traffic would not justify this for many years.

(Secretary's memorandum Document ND-370 dated 6 December, 1962).

31. General Young said the Departments of Public Works and Transport were studying the port facilities required at Hay River.

32. Mr. Devine said no final decision had been reached on the location of the terminal facilities.

33. The Committee noted the report on the Great Slave Lake Railway and asked the Secretary on the proposed terminal on Great Slave Lake.

IX. Items of General Interest

34. The Secretary reported the following items of general interest:¹⁸⁸

(ii) Closing of Snag and Aishihik Airports (Unclassified)

36. The airports and air-radio stations at Snag and Aishihik were to be closed down. A new air-radio station was to be established at Burwash.

(iii) Winter Harbour Drill Hole (Confidential)

37. The wildcat hole drilled on Melville Island by the Peter Hayden Drilling Company for a syndicate of oil companies headed by Dome Oil was abandoned at the end of March, having reached a depth of 12,430 feet. No significant quantities of oil or gas were found. No new holes were started during the year.

38. Four separate groups were making provisional plans to drill in the Arctic Archipelago next year but it was unlikely all would be able to arrange financing. The discovery of oil sands in Melville Island had led to renewed interest in the Archipelago.

¹⁸⁸ *Editors' note:* a portion of this section remains redacted. If we our efforts to gain access to full copies of the minutes are successful, the missing content will appear in a subsequent edition of this book.

(iv) The Ellesmere Ice Shelf (Unclassified)

39. Some time last winter a large piece of the ice shelf off Ellsemere Island broke away from near War Hunt Island and split up into a number of ice islands. All the ice islands had drifted towards the west except one which had moved to the east. The movement of these ice islands was being followed by the Defence Research Board and should provide important information on ice movements in the Polar Basin.

(v) World Health Organization Conference of Arctic and Antarctic Medical Problems (Unclassified)

40. Early in September the World Health Organization held a conference in Geneva on Arctic and Antarctic medical problems. The conference, the first of its kind, dealt with a wide range of medical subjects.

(vi) Closing of the Rankin Inlet Nickel Mine (Unclassified)

41. The North Rankin Nickel Mine at Rankin Inlet closed at the end of October as all commercial ore was exhausted. An intensive search both underground and on the surface had failed to find more ore. As nearly a hundred Eskimos had been employed at the mine, four or five hundred Eskimos were directly affected, and there were few possibilities of other employment in the area.

(vii) Prospecting in the Contwoyto Lake Area (Unclassified)

42. In 1961 there had been great interest in prospecting for gold in the Contwoyto Lake area between Yellowknife and Bathurst Inlet. About 850 claims were staked, largely by the International Nickel Company. Activity in this area increased during the past year. Many large companies participated with interest spreading over a wide area.

43. In the Yukon, Crest Oil discovered high grade iron ore, estimated at 20 billion tons, between the Snake and Cranswick rivers, about 150 miles northeast of Mayo. Methods of developing this were being examined.

(viii) DOT Icebreaker Operations in 1962 (Unclassified)

44. The voyage of the icebreaker JOHN A. MACDONALD last summer was of unusual interest. She sailed first to Eureka and then into Tanquary Fiord. On her way south she went to Resolute via Belcher Strait and Penny Strait. She then sailed through M'Clure Strait and later circumnavigated Prince of Wales Island going past Peel Sound and the M'Clintock Channel.

Her return journey was through Bellot Strait and Fury and Hecla Strait. She lost two blades of a propeller in assisting the BAFFIN in the vicinity of Fury and Hecla Strait.

45. Mr. Devine said the Department of Transport had lifted some 95,000 tons to the north during the shipping season. About half of this was for U.S. military installations. A slight reduction in tonnage and economies resulting from combining the Baffin Island and Foxe Basin operations into a single convoy had reduced the cost by about \$700,000.

46. The Committee noted the items of general interest.

X. Other Business

Project Chariot (Confidential)

47. Mr. Rowley said the U.S. Atomic Energy Commission had decided to defer for the time being any recommendations on whether or not to conduct Project CHARIOT. The object of Project CHARIOT was to excavate, by means of nuclear explosions, a harbour near Cape Thompson, Alaska, and was part of the Commission's PLOWSHARE programme to investigate peaceful uses of nuclear explosions.

48. The Committee noted the report on Project CHARIOT.

XI. Date of Next Meeting

49. The next meeting was left to the call of the chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
20 December 1962.

64. The sixty-fourth meeting of the Committee was held on Monday, September 23, 1963, at 10:00 a.m. in the Privy Council Committee Room, East Block.

Present:

Mr. E.A. Côté, Deputy Minister of Northern Affairs and National Resources (Chairman)
Mr. E.D. Wilgress, Chairman, Canadian Section, Permanent Joint Board on Defence.

Mr. H.A. Davis, representing the Deputy Minister of Finance.
Mr. W.H. Huck, representing the Deputy Minister of Defence Production.
Mr. G.T. Jackson, representing the Deputy Minister of Public Works..
Mr. R.F. Legget, representing the President, National Research Council.
Chief Superintendent C.B. McDonnell, representing the Commissioner, R.C.M. Police
Mr. D.A. McDougal, representing the Deputy Minister of Transport.
Mr. F.A. Milligan, representing the Secretary to the Cabinet.
Dr. P.E. Moore, representing the Deputy Minister of National Health.
Dr. W. Petrie, representing the Chairman, Defence Research Board.
Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.
Brigadier R.L. Purves, representing the Chairman, Chiefs of Staff.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

S/L G.W. Bennett, Royal Canadian Air Force.
Mr. G. Cook,. Department of External Affairs.
Mr. E. Humphrys, Northern Canada Power Commission.
Major C.L. Kirby, Canadian Army.
Mr. E.C. Martel, Department of Public Works.
Major General H.L. Meuser, Department of National Defence,
Mr. H.M. Millar, Department of Public Works.
Mr. B.G. Sivertz, Department of Northern Affairs and National Resources.
Mr. A.B. Yates, Department of Northern Affairs and National Resources.
Mr. R.G. Halbot, Department of Northern Affairs and National Resources.

1. Mr. E.A. Côté said the Committee would wish to express their gratitude to Mr. R.G. Robertson, whom he had just succeeded as Chairman. Mr. Robertson would continue to be a member of the Committee and they would therefore continue to enjoy his advice and guidance. Major-General H.L. Young, the previous Chairman, had recently retired as Deputy Minister of Public Works. The Committee would wish to thank him also for his many valuable contributions to their work.

2. The Committee directed the Secretary to record their appreciation of the parts played by Mr. Robertson and General Young during their long association with the Committee.

I. Facilities for Commercial Interests in Resolute and in the Queen Elizabeth Islands (Confidential)

3. Mr. Côté referred to the need for facilities in the Queen Elizabeth Islands for commercial interests. The Minister of Northern Affairs and National Resources hoped to stimulate oil exploration in the area and this would require suitable facilities.

(Secretary's memorandum Document ND-381, dated 18 September, 1963)

4. Mr. G.W. Rowley said the problem was twofold. First there was the situation at Resolute which was becoming the hub of commercial activities in the Queen Elizabeth Islands. Secondly, there was the similar, but less acute, situation at the satellite weather stations where the need for accommodation had been reviewed recently by the Scientific Research Sub-Committee. Private interests had shown little interest in supplying in the Queen Elizabeth Islands the accommodation and other services they provided elsewhere in Canada. Whether these should be supplied by the government and to what extent involved questions of policy.

5. Brigadier R.L. Purves concurred in the proposal to carry out a joint study to include recommendations. The military interest in Resolute was decreasing and the Department of National Defence would like to see management of services there become a civil responsibility.

6. Mr. D.A. McDougal said the Department of Transport would welcome such an examination of the problem. The Department of Northern Affairs and National Resources might prepare a projection of the magnitude of future activities in the Queen Elizabeth Islands on which the study could be based.

7. Mr. Rowley pointed out that any forecast would necessarily depend on very uncertain factors. The most important of these would be any success in the drilling operations. If oil were found the situation could change overnight.

8. Mr. R.F. Legget referred to the suggestion that Radstock Bay might be a more suitable location. This should be determined before major expenditures were made at Resolute.

9. Mr. B.G. Sivertz agreed that Radstock appeared at first sight to be a better location. In the long term more facilities would be required in the area and data should be collected to determine where they should be located. It would however take five years or more to obtain the meteorological information necessary to determine the suitability of Radstock.

10. Mr. Côté said the need for these services was urgent and would not allow a five-year delay. The decreasing military requirement might release facilities which would go far toward meeting the immediate need. The Department of Public Works should take part in any study to be made.

11. The Committee agreed:

- (a) that the Department of Northern affairs and National Resources should prepare a forecast of future development in the Queen Elizabeth Islands;
- (b) that a study should be made jointly by the departments of National Defence, Transport, Public Works, and Northern Affairs and National Resources, and the Treasury Board staff to determine the standards of services required and the magnitude of the additional expenditures that would be necessary in the Queen Elizabeth Islands to provide these facilities for commercial interests, and to recommend how they could be supplied;
- (c) that the study should include a review of the need for meteorological and other data at Radstock Bay.

II. The Future of Frobisher (Confidential)

12. Mr. Côté said the minister of Northern Affairs and National Resources had been concerned during his visits to Frobisher at the lack of co-

ordination and the expense of operating the dispersed federal installations there. The withdrawal of Strategic Air Command had released accommodation and as a result Phase 2 of the planned construction had been cancelled and Phase 1 cut back as far as possible. Most government activities could be concentrated in the SAC accommodation provided that certain activities, formerly planned for Frobisher, could be carried out for several years at least at Fort Churchill instead. This would in turn depend on whether the Department of National Defence could release accommodation at Fort Churchill.

(Secretary's memorandum Document ND-382 dated 18 September, 1963)

13. Major-General H. L. Meuser said the Army could release all their accommodation at Fort Churchill provided they were relieved of responsibility for maintaining the camp and the RCAF of responsibility for the airfield. The naval establishment would remain but this was largely self-contained. The rocket range was operated by the USLF but there was some possibility that the Defence Research Board might take it over and in any event it did not require much support from Fort Churchill.

14. Mr. H. A. Davis considered the residual federal requirements could be met at Fort Churchill with substantial overall economies. The Department of Public Works might provide the basic housekeeping.

15. Mr. G. T. Jackson suggested that the Department of Northern Affairs and National Resources might play the role of a municipal government with Public Works providing services for the community.

16. Mr. Côté pointed out that Fort Churchill was in Manitoba and the Department of Northern Affairs and National Resources would hesitate to take any action that might be interpreted as an encroachment on the province. The Churchill problem might be handled in two stages. The first might be turning the military camp into a civilian community, and the second the integration of the community into the provincial context.

17. Mr. Jackson said conditions at the town of Churchill had been a problem for some years. The present situation provided an opportunity to resolve it.

18. Mr. Davis said the province had made some attempts to improve conditions. A small sub-committee, under the chairmanship of the Department of Public Works and with representation from National

Defence, Transport, Citizenship and Immigration, National Health and Welfare, Northern Affairs and National Resources, and the Treasury Board staff, might be established to review the federal requirements at Fort Churchill and to make recommendations for the future development of the area.

19. Dr. P.E. Moore reported that the hospital operated by the Army at Fort Churchill catered largely to the civilian community. The accommodation used by the military hospital could not be made suitable for a civilian hospital.

20. Mr. Sivertz said the Department of Northern affairs and National Resources would like to have a vocational training school to take 200 pupils operating by August, 1964, capable of expanding to 500 pupils within two years.

21. Brigadier Purves said it would be possible for the Army to withdraw from Fort Churchill by 31 March, 1964.

22. Mr. Côté reverted to the Frobisher situation. It was important that federal activities be co-ordinated there as soon as possible and he proposed therefore that a party consisting of the Commissioner of the Northwest Territories and senior officers, say, of the departments of Transport and Public Works should visit Frobisher as soon as possible to decide how this should be done.

23. Dr. Moore referred to the great difficulties experienced in attracting professional staff to northern hospitals unless adequate living quarters were provided.

24. The Committee agreed:

- (a) that a sub-committee under the chairmanship of the Department of Public Works and with representatives of the departments of Transport, Public Works, Northern Affairs and National Resources, National Defence, Citizenship and Immigration, and National Health and Welfare, and the Treasury Board staff, should review federal requirements at Fort Churchill and make recommendations for the future development of the area;
- (b) that the names of the departmental representatives should be sent to Mr. Jackson within the next few days;

- (c) that a party under the chairmanship of the Commissioner of the Northwest Territories with senior representatives of the departments of Transport and Public Works, as well as an observer from the Treasury Board staff should visit Frobisher as soon as possible to determine how the provision of services should be co-ordinated and in particular to decide the allocation of accommodation.

III. The Northwest Highway System (Confidential)

25. Mr. Côté explained that the Committee had been asked to review the proposal that responsibility for the Northwest Highway System be transferred from the Department of National Defence to the Department of Public Works, effective 1 April, 1964.

(Secretary's memorandum document ND-380, dated 18 September, 1963)

26. Mr. Jackson said the Department of Public Works had since 1955 been willing to undertake responsibility for the Northwest Highway System. The Department was at present making a survey at the request of the Department of National Defence to determine the extent and cost of the reconstruction required to improve the Alaska Highway and to pave it.

27. Mr. Sivertz suggested that responsibility for maintenance of that part of the system in the Yukon Territory might be transferred directly from the Department of National Defence to the Yukon Territory. Maintenance of roads was a normal provincial responsibility and the territorial government was already maintaining all other major roads in the Yukon.

28. Mr. A.B. Yates explained that, while the Department of Public Works was responsible for the design and construction of roads built in the Yukon with federal funds, the territorial government carried out the maintenance of them. The territorial government would be capable of maintaining the Alaska Highway, but might not be able to handle the Haines Road immediately. The road maintenance camps were already civilian and would be little affected by the transfer. The withdrawal of army personnel from Whitehorse would however have a marked effect on the local economy.

29. Mr. W.H. Huck advised against delaying the transfer to the Department of Public Works because of negotiations with British Columbia or the Yukon.

30. Brigadier Purves considered the Department of Public Works would be in a better position than the Department of National Defence to negotiate with British Columbia and the Yukon.

31. Mr. Jackson suggested that the Department of Public Works should assume responsibility for the entire system, carry out any necessary reconstruction, and then negotiate with British Columbia regarding maintenance of that part of the system in the province.

32. General Meuser stated that the Department of National Defence was prepared to relinquish responsibility and to transfer non-military equipment to the Department of Public Works by 31 March, 1964. They would be willing to leave some military personnel after that date if this would make the transfer easier.

33. The Committee agreed to recommend to Cabinet:

- (a) that responsibility for the Northwest Highway System should be transferred from the Department of National Defence to the Department of Public Works by 31 March, 1964, and
- (b) that the Department of Public Works should enter into negotiations immediately with the Yukon territorial government with a view to that government undertaking responsibility by the same date for the maintenance, but not the operation, reconstruction, or major improvement, of that part of the Northwest Highway System lying within the Yukon Territory, possibly excluding the Haines Road.

IV. Soviet Economic Policy in the Development of Northern Regions (Confidential)

V. The Soviet North, Economic Aspects (Confidential)

34. Mr. Rowley referred to the two reports that had been circulated on the economy of the Soviet North.

(Secretary's memorandum Document ND-374 dated 18 April, 1963)

(Secretary's memorandum Document ND-379 dated 20 August, 1963)

35. The Committee noted the reports "Soviet Economic Policy in the Development of Northern Regions", and "The Soviet North, Economic Aspects".

VI. Government Activities in the North - 1962 (Unclassified)

36. Mr. Rowley stated that "Government Activities in the North - 1962" followed the same general format as in 1961. Suggestions for its improvement made by the Committee from time to time had been incorporated, and it was being used increasingly as a handbook of the North. Circulation was now over 400 copies.

(Secretary's memorandum Document ND-378 dated 22 July, 1963).

37. The Committee noted the report "Government Activities in the North - 1962".

VII. Items of General Interest (Unclassified)

38. The Secretary reported the following items of general interest:

(a) C.N.T. Communications - The Mackenzie Valley System

39. Plans for the land-line from Hay River to Inuvik had been circulated to the Committee early in the year. Flooding had delayed progress but construction would be faster after freeze-up. Telephone service to Fort Simpson would begin next spring rather than this fall, but completion of the line to Inuvik would not be delayed.

(Secretary's memorandum Document ND-371 dated 21 February, 1963)

(b) Ice Navigation

40. Early in May the Committee had been advised of a lecture on navigation by Mr. Knut Lauritzen, and owner of J. L. Lauritzen Lines. The lecture had been very well attended.

(Secretary's memorandum Document ND-375 dated 26 April, 1963).

41. Ice conditions had been exceptionally difficult during the past summer. The 22,000 ton tanker DEANBROOK had been damaged at Cape Dyer but was proceeding south under her own power. The CCGS NANOOK had been severely damaged in Lancaster Sound but had reached Frobisher under tow by the icebreaker JOHN A MACDONALD. All icebreakers had been fully occupied in assisting shipping and this had restricted the scientific programs usually carried out on board. Two Lauritzen ships had delivered drilling supplies to Bathurst and Cornwallis Islands.

(c) Drilling Operations in the Queen Elizabeth Islands

42. The hole being drilled on Cornwallis Island had reached about 1,800 feet. On Bathurst Island a road was being built to the drilling site, but it was not yet known whether drilling had started,

(d) Arctic Institute - McGill Symposium

43. A very interesting symposium on the Arctic, arranged by the Arctic Institute of North America had recently been held at McGill University. It had been well attended.

44. The Committee noted the reports on the items of general interest.

VIII. Other Business

45. There was no other business.

46. Mr. Davis congratulated the Secretary on the papers prepared for the committee.

IX. Date of Next Meeting

47. The Committee agreed to meet at the call of the Chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
3 October, 1963.

65. The sixty-fifth meeting of the Committee was held on Wednesday, December 18, 1963, at 2:30 p.m. in the Privy Council Committee Room, East Block, Ottawa.

Present:

Mr. E.A. Côté, Deputy Minister of Northern Affairs and National Resources (Chairman).
Dr. W.E. van Steenburgh, Deputy Minister of Mines and Technical Surveys,
Mr. E.D. Wilgress, Chairman, Canadian Section, Permanent Joint Board on Defence.
Dr. A.H. Zimmerman, Chairman, Defence Research Board.

Mr. C.M. Brant, representing the Deputy Minister of Transport.
Mr. W.J. Brennan, representing the Deputy Minister of Citizenship and Immigration.
Mr. M.L. Card, representing the Deputy Minister of Defence Production.
Mr. G. Cook, representing the Under-Secretary of State for External Affairs.
Mr. H.A. Davis, representing the Deputy Minister of Finance.
Dr. R.F. Legget, representing the Chairman, National Research Council.
Inspector E.R. Lysyk, representing the Commissioner, R.C.M.P.
Dr. P.E. Moore, representing the Deputy Minister of National Health.
Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.
Brig. R.L. Purees, representing the Chairman, Chiefs of Staff.
Mr. G.B. Williams, representing the Deputy Minister of Public Works.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

S/L G.W. Bennett, Royal Canadian Air Force.
Major C.L. Kirby, Canadian Army
Mr. E.C. Martel, Department of Public Works.
Miss M. Masterman, Treasury Board, Department of Finance.
Mr. H.M. Millar, Department of Public Works.
Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.
Mr. G.B. Pritchard, Department of Public Works.
Lieutenant Commander G.D. Westwood, Royal Canadian Navy.
Mr. A.B. Yates, Department of Northern Affairs and National Resources.
Mr. R.G. Halbot, Department of Northern Affairs and National Resources.

I. Fort Churchill (Confidential)

1. The Chairman referred to the report of the Sub-Committee appointed at the 64th meeting to make recommendations for the future of Fort Churchill. The Manitoba government had approached the federal government about the establishment of an effective municipal structure for the Churchill area, and the Cabinet had agreed in principle to the Department of Public Works' opening negotiations with Manitoba on the basis of some arrangement under which municipal boundaries would be extended to include the airport and camp, federal grants would be made in lieu of taxes, and municipal services would be provided.

(Secretary's memorandum Document ND-383, dated 27 December 1963)

2. Dr. Zimmerman explained the relationship between the Defence Research Northern Laboratory and the rocket facility at Fort Churchill. The research on arctic clothing and equipment and related matters, for which the laboratory had been established several years ago, had been largely completed. A program of research on aurora was coming to an end, and the Defence Research Board might withdraw from Churchill in the next year or two. The laboratory was quite separate from the rocket facility but it provided important supporting services. When the range facility had been rebuilt after the fire a few years ago, the administration and financial agreement between the U.S. Army and the Canadian Army had been replaced by one between the USAF and the Canadian Army, under a general intergovernmental agreement. The USAF had indicated they would probably not want to renew the agreement after its present terminal date of 1 June 1965.

3. At a recent meeting of the Defence Research Board it had been agreed to propose to the National Research Council that the Council take over the range and operate it as a Canadian facility, available to other agencies. The rocket firings were highly technical operations for which a team would need to be specially trained.

4. Dr. van Steenburgh agreed that the National Research Council was the most suitable Canadian agency for operating the rocket facility.

5. Mr. Card expressed the interest of the Department of Defence Production in the operation of the range by the National Research Council. At present Pan American Airways had a contract to provide certain supporting services. Operation by the National Research Council would

provide a way of introducing Canadian companies to this important area of activity.

6. Mr. Williams said the Department of Public Works could enter into an administrative and financial agreement with the USAF to replace the existing Canadian Army agreement until 1 April 1965. Discussions with the Manitoba government on municipal matters would begin early in the New Year. On January 18 an interdepartmental group was going to Churchill to carry forward arrangements for the transfer of responsibilities.

7. Mr. Côté referred to the proposed educational program at Fort Churchill. Some arrangement might be made under which the Manitoba government would be responsible for primary education, with secondary education and vocational training resting in the hands of the Department of Northern Affairs and National Resources. Administrative and education facilities for the Eastern Arctic would be centred at Fort Churchill for a period of at least six or seven years. The role of the Department of Northern Affairs and National Resources at Fort Churchill was predicated on the use of existing facilities and in this way avoiding major capital expense and the long-term commitment this would imply.

8. Mr. Davis considered that in any negotiations with Manitoba a federal commitment at Fort Churchill for a minimum period of ten years would be necessary.

9. Dr. Moore said the Department of National Health and Welfare would take over responsibility for the hospital. They would have difficulty in staffing it but were expecting to arrange with the Department of National Defence for their new staff to be phased in over a period. The hospital buildings were not satisfactory and would soon need replacing. The policy for the ultimate operation of the hospital would be discussed between the Department of National Health and Welfare and the Manitoba government. It was the only hospital in the area and served a large Indian and Metis population. Owing to its geographical location, Churchill would always be an important evacuation point and base hospital for Eskimos from the north.

10. Mr. Côté congratulated the Sub-Committee on the way in which they had carried out their task.

11. The Committee approved the report of the Sub-Committee on Fort Churchill, noted the proposals for the future of the range facilities, and endorsed the Chairman's congratulations to the Sub-Committee.

II. Frobisher Bay (Confidential)

12. Mr. Côté referred to the report of the group appointed by the committee to visit Frobisher to determine how the provision of services should be co-ordinated and in particular to decide on the allocation of accommodation. There had been some delays in implementing the recommendations of the group.

(Secretary's memorandum Document ND-384 dated 27 November 1963)

13. Mr. Yates reported that the Department of Transport had opened the kitchen and quarters in the composite building on December 7, and personnel could now be accommodated there. The Department of Northern Affairs and National Resources had moved their garage to the SAC Building, and was planning to assume complete responsibility on January 6 for the distribution of water and collection of sewage by truck.

14. Mr. Williams referred to the proposed allocation of space shown in the plan accompanying the report. This should not be made final until the question of responsibility for building maintenance and municipal services at Frobisher (mentioned in para. 30 of the report) had been resolved.

15. Dr. Moore said the accommodation proposed for nurses at Frobisher was unsuitable and would lead to staffing problems. It was too far from the hospital and was unsatisfactory in other respects. The Treasury Board had not approved a proposal to construct a nurses residence close to the hospital but the Department of National Health and Welfare intended to continue to press for this. Some of the married quarters close to the hospital might provide an acceptable temporary solution.

16. LCdr Westwood reported that the Navy was writing to complain of the accommodation allotted to them which they did not consider satisfactory and which they had not yet occupied.

17. Mr. Côté suggested that responsibility for building maintenance and municipal services should rest with the Department of Northern Affairs and National Resources in view of the department's responsibility for co-ordination in the north.

18. Mr. Williams distinguished between co-ordination and operation. Building maintenance and municipal services were specialist functions which would normally be performed by the Department of Public Works,

as would be the case at Fort Churchill. The Department of Public Works had become responsible for the maintenance of the composite building at Frobisher on 1 July 1963.

19. Mr. Côté agreed that the co-ordinating responsibility of the Department of Northern Affairs and National Resources did not imply that the department would supply all services, but the situations at Fort Churchill and Frobisher were not comparable as Fort Churchill was not in the Northwest Territories. At Frobisher the provision of municipal services was a step towards the development of municipal government which the department had a special responsibility to foster. It was hoped that in due course these municipal services could be handed over to a municipal administration.

20. Dr. Pritchard considered that responsibility for the provision of these services at Frobisher was a matter for decision by the government rather than the Committee.

21. Mr. Davis said the general policy was for the Department of Public Works to be responsible for any substantial operation, with the Department of Northern Affairs and National Resources handling the smaller settlements. At Frobisher the Department of Northern Affairs and National Resources might be given financial responsibility for the provision of common services in the community. Funds provided by other departments in their estimates could be transferred to the Department of Northern Affairs and National Resources for the, remainder of the fiscal year, and complete provision made in the estimates of that department for the 1964/65 fiscal year.

22. Brigadier Purves suggested that a town commandant should be appointed by the Department of Northern Affairs and National Resources to prepare detailed plans for the management of the community.

23. Dr. Moore referred to the difficult situations that could arise in northern communities in the absence of any central agency.

24. Dr. Legget recalled the situation that prevailed many years ago in northern construction. In that case order had been brought out of chaos through the establishment and deliberations of the Construction Sub-Committee. Some similar procedure might be considered for resolving other local problems.

25. The Committee, after further discussion, agreed that the Department of Northern Affairs and National Resources, as the department with the major interest in Frobisher, should play an active role in the co-ordination of government activities there and should recommend to the Treasury Board how building maintenance and municipal services (excluding new construction) should be provided at Frobisher after 1 April 1964.

III. Northwest Highway System (Confidential)

26. The Chairman noted that responsibility for the Northwest Highway System was being transferred from the Department of National Defence to the Department of Public Works. It had been suggested that the question of paving the highway might be referred to the International Joint Commission, and this suggestion might possibly be considered by the Cabinet.

(Secretary's memorandum Document ND-387 dated 16 December 1963)

27. The Committee noted the report on the Northwest Highway System.

IV. Construction Sub-Committee (Unclassified)

28. Mr. Williams explained that the Construction Sub-Committee had proposed some modifications to the annual report on the progress of northern construction in order to simplify its preparation.

(Secretary's memorandum Document ND-377 dated 18 June 1963)

29. The Committee noted the report of the Chairman of the Construction Sub-Committee and approved the proposed changes in the preparation of the annual report on the progress of construction.

V. Scientific Research Sub-Committee (Confidential)

(a) Anthrax and Radioactive Fallout in the North

30. The Secretary reported that anthrax had broken out again this year south of Great Slave Lake and around 300 animals, much the same number as last year, had died. The majority were in the Grand Detour area, south and west of last year's outbreak. Many of the dead animals had been found on the west side of the Great Slave River, some of them within the

boundaries of the Wood Buffalo National Park. The Wildlife Service was attempting to drive the animals away from the affected area and to establish them in an unaffected part of Wood Buffalo Park.

31. Very high radiation counts obtained from Alaskan Eskimos, Lapps, and other people living on caribou or reindeer were causing widespread concern. Radioactive fallout was picked up by the lichens and sedges on which certain northern mammals browsed, became concentrated in the animals, and was passed on to those eating their meat. Following a recommendation of the Scientific Research Sub-Committee, a scientist had been employed by the Northern Co-ordination and Research Centre and was collecting samples of caribou and other meats and reporting on the food habits of people living in the north. Several samples have been received and sent to the Department of National Health and Welfare for analysis. The Northern Co-ordination and Research Centre was also informing the Department of National Health and Welfare of northern residents visiting Ottawa so that whole body radiation counts could be made.

(Secretary's memorandum Document ND-376 dated 18 June 1963)

(b) D.E.W. Line Intermediate Sites (Unclassified)

32. Mr. Rowley reported that the Scientific Research Sub-Committee had recommended that six of the D.E.W. Intermediate Sites, no longer required for military purposes, should be reserved for scientific use. The recommendation had been accepted by the minister of Northern Affairs and National Resources.

(Secretary's memorandum Document ND-386 dated 16 December 1963)

(c) Grants for Northern Research Institutes and Northern Scientific Expeditions (Unclassified)

33. Mr. Rowley reported that the Grants Committee had made recommendations to the Minister of Northern Affairs and National Resources on a number of grants to encourage northern scientific institutes and expeditions. These awards had been approved by the Treasury Board in time for the field season.

(Secretary's memorandum Document ND-388 dated 16 December 1963)

34. The Committee noted the reports on:

- (a) Anthrax and Radioactive Fallout in the North,
- (b) D.E.W. Intermediate Sites,
- (c) Grants for Northern Research Institutes and Northern Scientific Expeditions.

VI. Resolute Bay (Confidential)

35. Mr. Rowley reported that the Cabinet had agreed that responsibility for the operation of the Resolute Bay airfield be transferred from the Department of National Defence to the Department of Transport. At the 64th meeting the Committee had discussed the need for civilian facilities at Resolute Bay and elsewhere in the Queen Elizabeth Islands, and it was agreed that this should be studied by the departments concerned. Presumably the Department of National Defence would no longer be included. The forecast of future development in the Queen Elizabeth Islands required for this study should be completed by the end of the year.

36. Mr. Brant said that the date of the transfer of responsibility at Resolute had not yet been decided.

37. The Committee noted that responsibility for the airfield at Resolute was being transferred from the Department of National Defence to the Department of Transport.

VII. Items of General Interest

(a) Ski Expedition across the Arctic Ocean (Unclassified)

38. Mr. Côté reported that Mr. Bjorn Staib, a Norwegian, was planning to lead a ski expedition across the Arctic Ocean from Ward Hunt Island to the North Pole and then on to either Severnaya Zemlya or Spitzbergen.

(Secretary's memorandum Document ND-385, dated 16 December 1963)

39. Mr. Prant enquired whether the Department of National Defence would be responsible for search and rescue should the expedition run into trouble.

40. Major Kirby said he would enquire and inform the Secretary.

(b) Telephone Communications to Cambridge Bay (Unclassified)

41. Mr. Rowley said Canadian National Telecommunications had completed the microwave link from Hay River to Lady Franklin Point and had secured a channel from the D.E.W. Line between Lady Franklin Point and Cambridge Bay. Beginning 1 January 1964 long-distance telephone service would be extended to Cambridge Bay.

(c) Proposed Division of the Northwest Territories (Unclassified)

42. Mr. Rowley said the Bill to divide the Northwest Territories had been referred to the Mines, Forests, and Waters Committee of the House of Commons, where it was being examined in detail. Discussion of the boundaries between the two proposed territories had provided an opportunity to raise other boundary questions even though they were unrelated to the Bill. The Committee was unlikely to report on the Bill before the House was prorogued, and there was no possibility that the division could take place as originally planned on 1 April 1964. Elections for the Northwest Territories Council would be held in the spring.

(d) The Great Slave Lake Railway (Unclassified)

43. Mr. Rowley reported that construction of the Great Slave Lake Railway was proceeding very well. There was now rail service as far north as High Level, Alta., and steel has been laid to two miles beyond. It was expected that by the end of the year the railway would be forty miles past the original year-end target of Meander River.

e) Taltson River Hydroelectric Development (Unclassified)

44. Mr. Rowley said the Northern Canada Power Commission was building a hydroelectric plant on the Taltson River 35 miles northeast of Fort Smith. The plant would generate 18,000 k.w. and the transmission line, 175 miles in length, would be routed via Fort Smith to Pine Point. The installation should be completed by November 1965. The site was capable of considerable expansion if demand should warrant this in the future.

(f) Drilling in the Queen Elizabeth Islands (Unclassified)

45. Mr. Rowley reported that the first hole being drilled for oil exploration purposes on Cornwallis Island had proved to be dry, and drilling has been

stopped. The rig would probably be moved from this location near the airfield to the second planned site, on the central dome, next spring. The hole on Bathurst Island had now reached about 4,000 feet.

46. Mr. Côté added that a comprehensive study recently completed by British American Oil indicated that after 1970 much of the North American requirement for oil would have to be met from new sources.

47. The Committee noted the items of general interest.

VIII. Other Business

(a) Administration of Eskimos in Quebec (Confidential)

48. Mr. Côté said the problem of administration of Eskimo affairs in New Quebec was likely to cause some controversy during the next few months. A federal/provincial conference on Indians was planned for May and there was much to be said for considering Eskimo problems in the same context.

(b) Oil and Gas Act (Confidential)

49. Mr. Côté reported that the Cabinet had agreed that a detailed oil and gas bill would be prepared. It would cover crown lands in the north and elsewhere and include off-shore rights.

(c) Social Conditions in the North (Confidential)

50. Mr. Côté said the Minister of Northern Affairs and National Resources was greatly concerned about the social problems in the north and the development there of a stratified society. The native peoples and the other permanent residents were becoming dissatisfied at the difference between their living standards and those of civil servants sent to the north. Some thought was being given to equalization measures such as a uniform price for oil, comparable with the price in southern Canada.

51. Dr. Zimmerman suggested that northern residents might supply an increasing proportion of the civil servant element.

52. Dr. Moore mentioned the accommodation problem faced by an educated Eskimo girl employed at the Inuvik Hospital owing to the fact that government housing was not available to local residents.

(d) Notice of Meeting (Unclassified)

53. Dr. Legget asked if more notice could be given of future meetings of the Committee.

54. The Committee noted the items of other business.

IX. Date of Next Meeting

55. The Committee agreed that the next meeting would be at the call of the Chair.

G.W. Rowley,
Secretary.

The Department of Northern Affairs and National Resources,
7 January, 1964.

66. The sixty-sixth meeting of the Committee was held on Friday, 26 February, 1965, at 2:30 p.m. in the Conference Room on the second floor of the Sir Alexander Campbell Building, Confederation Heights, Ottawa.

Present:

Mr. E.A. Côté, Deputy Minister of Northern Affairs and National Resources(Chairman).
Dr. W.E. van Steenburgh, Deputy Minister of Mines and Technical Surveys.
Mr. L.D. Wilgress, Chairman, Canadian Section, Permanent Joint Board on Defence.

Mr. W.H. Agnew, representing the Deputy Minister of Citizenship and Immigration.
Dr. G.C. Butler, representing the Deputy Minister of National Health.
Mr. G.C. Cook, representing the Under-Secretary of State for External Affairs.
Mr. H.B. Dickens, representing the President, National Research Council.
Miss I.M. Dunbar, representing the Chairman, Defence Research Board.
Mr. J.L. Fry, representing the Deputy Minister of Finance.
Chief Superintendent C.B. Macdonall, representing the Commissioner, the Royal Canadian Mounted Police.
Mr. J.C. Oliver, representing the Deputy Minister of Defence Production.
Dr. A.L. Pritchard, representing the Deputy Minister of Fisheries.
Brigadier R.L. Purves, representing the Chief of the Defence Staff.
Dr. K. Razmussen, representing the Deputy Minister of Agriculture.
Mr. G.B. Williams, representing the Deputy Minister of Public Works.

Mr. G.W. Rowley, Department of Northern Affairs and National Resources (Secretary).

Also Present:

Mr. H.L. Brown, Department of Trade and Commerce.
Mr. C.T. Hyslop, Department of Northern Affairs and National Resources.
Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.
Miss C. Rainville, Department of Trade and Commerce.
Mr. W.A. Tuskey, Treasury Board.
Mr. T.C. Wood, Department of Trade and Commerce.

Mr. J.N. Young, Department of Trade and Commerce.
Mr. G.F. Parsons, Department of Northern Affairs and National Resources.

I. Canadian Government Participation – Expo '67 (Unclassified)

1. The Chairman introduced Mr. H.L. Brown, Commissioner General, Canadian Government Participation – 1967 Exhibition.

2. Mr. Brown reviewed the plans for the Canadian Government Pavilion and described how northern activities would be presented as part of each facet rather than together in a geographical group.

(Secretary's memorandum Document ND-397, dated 27 October 1964)

3. Dr. W.E. van Steenburgh explained that the planning for the Expo theme "Man in the Polar World" was less advanced. Close co-operation and liaison would be necessary between the two groups to avoid major duplications. The development of the north would depend mainly on mineral resources. By such means as geological and geophysical surveys the government was laying the foundation for a sound mining industry. Consideration might be given to placing more emphasis on mining and the research associated with it.

4. Mr. Brown referred to the continuous liaison between those planning the Canadian Government Participation and those in the exposition offices concerned with the presentation of themes. He would keep Dr. van Steenburgh and Mr. Rowley informed of any further plans for presenting northern activities in the Canadian Government Pavilion and they could advise on what other agencies should be consulted.

5. Mr. W.H. Agnew pointed out that Indians greatly outnumbered Eskimos in Canada and that commensurate attention should be given to Indian activities.

6. Dr. A.L. Pritchard, noting the intention to serve arctic char at the restaurant in the Canadian Government Pavilion, suggested that trout and whitefish, which were of greater commercial importance to Canada and of which there was less danger of over-exploitation, should also be featured.

7. Mr. J.N. Young asked if the office for Canadian Government Participation might seek the advice of the departments of Mines and

Technical Surveys and of Northern Affairs and National Resources in developing the theme of energy.

8. Mr. E.A. Côté said that the Northern Canada Power Commission and Mr. J.A. MacDonald, Assistant Deputy Minister of Northern Affairs and National Resources, would be able to advise on power projects and national resources policies respectively.

9. The Committee noted the plans for presenting northern activities in the Canadian Government Pavilion and recommended that departments and agencies should be consulted when plans for northern exhibits related to their fields of interest.

II. Reports for Information Distributed Through the Secretariat

10. The Secretary explained that a number of memoranda had been distributed since the last meeting for the information of members:

(a) Government Activities in the North 1963 (Unclassified)

11. Mr. G.W. Rowley said that the report for 1964 was now in preparation.

(Secretary's memorandum Document ND-394A dated 11 September 1964)

(b) Radstock Bay Compared with Resolute Bay as a Potential Airbase and Harbour (Unclassified)

12. Mr. L.D. Wilgress enquired whether further consideration had been given to the use of Radstock Bay.

(Secretary's memorandum Document ND-394 dated 25 June 1964)

13. Mr. Rowley considered it unlikely that this would be done until the need for a submarine base in the area became apparent.

(c) The Soviet North – Economic Aspects (Secret)

(d) Railways in the Soviet North (Secret)

(e) Soviet Diamond Production (Confidential)

14. There were no comments on the three reports on activities in the northern U.S.S.R.

(Secretary's memorandum Document ND-399 dated 29 October 1964)

(Secretary's memorandum Document ND-395 dated 25 June 1964)

(Secretary's memorandum Document ND-402 dated 11 February 1965).

(f) Fort Churchill – Order-In-Council Authorizing Change of Responsibility (Unclassified)

15. Mr. Côté said there were now 150 Eskimo children at school at Fort Churchill and it was hoped to expand this to 250 next autumn. Churchill might remain a centre for secondary education for children from the Northwest Territories for five years or more, but eventually some location within the Territories would be chosen. The intention is to centre schooling around D.E.W. Line facilities. Any move of these educational facilities would reduce the potential Churchill taxation base. On the other hand major interest was developing in offshore oil exploration in Hudson Bay, for which Churchill was the natural centre.

(Secretary's memorandum, Document ND-392, dated 24 April, 1964).

16. Mr. G.B. Williams reported that the Department of Public Works had discussed with the Manitoba Department of Municipal Affairs the possibility of an enlarged local government district at Churchill but agreement had not yet been reached on the question of federal government grants to any local council. Discussions had also been held with Central Mortgage and Housing Corporation on housing loans and assistance in townsite planning.

17. Mr. H.B. Dickens confirmed that Cabinet approval had been given for the National Research Council to assume responsibility for maintaining and operating the Churchill rocket range.

18. Mr. C.T. Hyslop reported that companies to whom permits had been issued for oil exploration had been notified of the range requirements.

19. Dr. G.C. Butler said the Department of National Health and Welfare wished to encourage private medical practitioners at Churchill. Part of their income could be provided by the federal government for services to Eskimos and Indians, part by the provincial government for services rendered at the hospital, which was run by a local board but the doctors had experienced considerable difficulty in collecting payment from private patients, many of whom had in the past been receiving free treatment.

(g) Expansion of Telecommunications Service in Northern Canada (Unclassified)

20. Mr. Côté referred to the great expansion of telecommunications in the north and the consequent need for co-ordination.

(Secretary's memorandum Document ND-389, dated 7 January 1964).

21. Dr. Butler said the Department of National Health and Welfare was anxious to establish 24-hour radio watch at certain key locations in the north to receive messages from isolated settlements in medical emergencies.

22. Mr. Rowley reported that a Government Telecommunications Planning Division had been established within the Department of Transport. At a joint meeting with the Telecommunications Sub-Committee it had been agreed that the two groups were complementary and that all departments should provide the Planning Division with statements of their requirements and plans for communications in the north. The Telecommunications Sub-Committee would provide a means for interdepartmental discussion of these requirements and would draw the attention of the Advisory Committee on Northern Development to any significant problems requiring co-ordination.

(h) Construction Program 1964-65 (Unclassified)

23. Mr. Williams said the meeting to consider the construction program for 1965-66 had been unavoidably delayed but arrangements would be made for it to be held shortly.

(Secretary's memorandum Document ND-390, dated 24 April 1964).

24. The Committee noted the reports distributed for information.

III. Reports on the Co-Ordination and Consolidation of Facilities at Frobisher Bay (Unclassified)

25. Mr. Côté referred to the excellent co-operation among representatives of government agencies at Frobisher Bay in the local co-ordinating committee under the chairmanship of the Regional Administrator. One result had been to reduce the total need of departments for housing units from 40 to almost nil. A number of problems at Frobisher had not yet been resolved, such as differing standards of ration scales between departments. It should be possible by devising a common standard to lower the cost of rations without sacrificing quality. Such problems should be discussed locally and agreement reached when possible at that level.

(Secretary's memorandum Document ND-396, dated 22 October 1964)

26. Mr. Hyslop suggested that a further reduction in the housing requirements at Frobisher Bay might be effected by including the Department of Transport accommodation in the interdepartmental housing pool.

27. Mr. Côté stressed the necessity of ensuring the fullest use of accommodation at Frobisher as the government was unlikely to approve a substantial building program there. It was intended to extend the establishment of local co-ordinating committees, as at Frobisher Bay, to other settlements. One of the first of these would be Fort Smith.

28. Chief Superintendent C.B. Macdonnell said the distance between Apex Hill and Frobisher Bay was a complicating factor in the housing situation there. There was some vacant accommodation at Apex Hill but this was not a practical location for R.C.M. Police personnel.

29. The Committee noted the report on Co-ordination and Consolidation of Facilities at Frobisher Bay and agreed that the Department of Northern Affairs and National Resources should discuss with the Department of Transport the question of including D.O.T. accommodation at Frobisher Bay in the interdepartmental housing pool.

IV. Arctic Bibliography (Unclassified)

30. Mr. Rowley described the history and present status of the Arctic Bibliography.

(Secretary's memorandum Document ND-401, dated 14 January 1965)

31. Dr. van Steenburgh stated that the Arctic Bibliography was a most valuable publication and should certainly be continued. Discussion should be centred on how this could be done.

32. Mr. Dickens referred to the wide use of the Arctic Bibliography in the National Research Council. It provided information not obtainable from any other compilation.

33. Mr. Agnew said the Department of Citizenship and Immigration would like the Bibliography to be continued.

34. Mr. Wilgress referred to the statements made at the Permanent Joint Board on Defence on the value to Canada of the publication.

35. Miss I.M. Dunbar explained that the editorial and compilation staff was at the Library of Congress. Compilation would continue to be carried out in the United States and paid for from U.S. sources. If printing were undertaken in Canada, and editorial office would probably be established here. The Defence Research Board was strongly in favour of taking measures to ensure the continuation of the Bibliography.

36. Mr. J.L. Fry enquired how any support recommended by the Committee would be provided.

37. Dr. van Steenburgh suggested that support should be centralized in the Department of Northern Affairs and National Resources.

38. The Committee agreed to recommend:

- (a) that the Canadian government undertake responsibility for the cost of printing the Arctic Bibliography on the understanding that this would be done in Canada and that the cost to Canada would not exceed \$30,000 a year;
- (b) that provision for this should be made in the estimates of the Department of Northern Affairs and National Resources;
- (c) that the Secretary examine and report on whether the volume should be printed by the Queen's Printer as a government publication or, alternatively, whether support should be in the form of a grant to the Arctic Institute of North America to cover the cost.

V. Other Business

(a) Northern Co-Ordination and Research (Unclassified)

39. Mr. Côté reported that the government had decided to strengthen the Northern Co-ordination and Research staff. A research co-ordinator, at a senior level, had been authorized to organize and co-ordinate and expanded social science research program in the Mackenzie Delta. An additional officer at a senior level would be appointed to the secretariat of the Advisory Committee on Northern Development to assist in co-ordination of government activities.

40. The Committee noted that the government had decided to strengthen the Northern Co-ordination and Research staff.

(b) Mineral Exploration in Northern Baffin Island (Unclassified)

41. Mr. Rowley reported that personnel of Baffinland Iron Mines were already on their way to the field. Hudson Bay Mining and Smelting Company was playing a very active part in investigating the problems of bringing this property into production. Also in northern Baffin Island, Texas Gulf Sulphur Company Incorporated, which had suspended work on a promising lead/zinc discovery in Strathcona Sound last year on finding a major ore body near Timmins, was intending to return to Strathcona Sound this summer.

42. Mr. Côté said the Water Resources Branch of the Department of Northern Affairs and National Resources would undertake a hydrometric survey to investigate the possibility of hydroelectric power for Baffinland Iron Mines. Northern Canada Power Commission was studying alternative sources of power.

43. The Committee noted the reports on mineral exploration in northern Baffin Island.

VI. Date of Next Meeting

44. The Committee agreed that the next meeting should take place in about one month's time at the call of the chair.

G.W. Rowley,
Secretary.

The Department of Northern Affairs and National Resources
22 March 1965

67. The sixty-seventh meeting of the Committee was held on Monday, 12 April 1965, at 2:30 pm in the Privy Council Committee Room in the East Block.

Present:

Mr. E.A. Côté, Deputy Minister of Northern Affairs and National Resources(Chairman).
Mr. J.R. Baldwin, Deputy Minister of Transport.
Mr. S.C. Barry, Deputy Minister of Agriculture.
Mr. R.B. Bryce, Deputy Minister of Finance.
Mr. L. Lalonde, Deputy Minister of Public Works.
Dr. A.W.H. Needler, Deputy Minister of Fisheries.
Mr. R.G. Robertson, Secretary to the Cabinet.
Dr. W.E. van Steenburgh, Deputy Minister of Mines and Technical Surveys.
Mr. L.D. Wilgress, Chairman, Canadian Section, Permanent Joint Board on Defence.
Dr. A.H. Zimmerman, Chairman of the Defence Research Board.

Mr. J. D'Astous, representing the Deputy Minister of Citizenship and Immigration.
Dr. R.F. Legget, representing the President of the National Research Council.
Chief Superintendent C.B. Macdonell, representing the Commissioner of the Royal Canadian Mounted Police.
Mr. A.R. Menzies, representing the Under-Secretary of State for External Affairs.
Dr. H.A. Procter, representing the Deputy Minister of National Health.
Mr. A.D. Rackow, representing the Deputy Minister of Defence Production.
Lieut.-Gen. G. Walsh, representing the Chief of the Defence Staff.

Mr. G.W. Rowley Department of Northern Affairs and National Resources (Secretary).

Also present:

Mr. G.C. Cook, Department of External Affairs.
Mr. G.Y. Loughhead, Privy Council Office.
Mr. D.A. McDougal, Department of Transport.
Mr. E.A. Oestreicher, Department of Finance.
Mr. R.A.J. Phillips, Department of Northern Affairs and National Resources.

Dr. A.L. Pritchard, Department of Fisheries.
Dr. K. Rasmussen, Department of Agriculture.
Mr. J.J. Séguin, Department of Northern Affairs and National Resources.
Mr. W.A. Tuskey, Treasury Board.
Mr. C.J. Woodsworth, Department of External Affairs.
Mr. G.B. Williams, Department of Public Works.
Mr. G.F. Parsons, Department of Northern Affairs and National Resources.

I. Commission of Enquiry on the Political Development of the Northwest Territories (Confidential)

1. The Chairman reviewed the circumstances that had resulted in the proposal of a Commission of Enquiry to make recommendations concerning the future government of the Northwest Territories. The Minister of Northern Affairs and National Resources had requested the views of the Advisory Committee on Northern Development on a draft Memorandum to the Cabinet suggesting the establishment of such a commission and the preparation of a White Paper presenting relevant facts, reviewing accomplishments, and outlining programs and policies.

(Secretary's memorandum Document ND-405 dated 9 April 1965)

2. Mr. R.G. Robertson suggested the Memorandum to the Cabinet should include the arguments for and against a Commission of Enquiry and mention alternatives. Commissions of this sort were usually appointed to consider technical matters; it was normal for the governments themselves to make proposals covering constitutional developments. Commissions might propose measures that were too far advanced, or recommend innovations that would be impractical or incompatible with the traditional progress of constitutional development in Canada. It might be desirable therefore to limit the terms of the Commission by requiring its recommendations to be consonant with the state of development of the Northwest Territories and Canadian constitutional traditions.

3. Mr. J.R. Baldwin considered the political aspects should be considered separately from administrative factors.

4. Mr. E. A. Côté agreed that there were arguments in favour of alternative forms of enquiry. On the other hand there were advantages in having recommendations made by an independent commission especially if it

appeared that slow and gradual constitutional evolution was desirable. In the same way worthwhile innovations could be implemented more easily if they were proposed by a commission. The Committee might consider the proposed terms of reference.

5. Mr. Robertson suggested that the term “adequacy” in paragraph (c) of the Terms of Reference might be replaced by a phrase such as “suitability to present and developing circumstances”, or else omitted.

6. Mr. R.B. Bryce questioned the reference to the density of population in paragraph (b). The absolute size of the population was at least as significant. Paragraph (g) requiring the Commission to obtain the views of the residents of the Northwest Territories was of fundamental importance and should be listed first among its specific duties rather than last.

7. Dr. R.F. Legget enquired if it were appropriate to include a requirement to consider bills that had been introduced to the House of Commons.

8. Dr. A.H. Zimmerman suggested that reference should be made to the rate of growth of the population and the economy.

9. Mr. Côté mentioned the need to free the Commission from excessive involvement in economic and social considerations in order that it could concentrate on political and constitutional matters.

10. Mr. Robertson suggested that it was important to define carefully the principles used in selecting the members of the Commission and to ensure that among those chosen there was adequate knowledge of government and constitutional development. The public acceptability of the Commission’s recommendations would depend largely on the reputations of the individual members.

11. Mr. Baldwin considered that representation from the north was important.

12. Mr. Legget mentioned the difficulty for any member from the Northwest Territories to have an impartial view uninfluenced by local circumstances.

13. Mr. Baldwin enquired about scope of the White Paper and the possibility of completing it by July 1st.

14. Mr. Côté said a number of existing policy papers would serve as a basis for its preparation. The White Paper would outline social and economic trends, and specify government policies now in force. It was not intended to be a full and definitive statement but it would be as comprehensive as time permitted, and would provide a basis from which the Commission could launch its enquiry.

15. Dr. Legget questioned the use of the term “White Paper” which was usually restricted to policy papers directed to the members of the House of Commons. A white paper on policy would normally be expected to follow rather than precede the recommendations of a commission. The document in this case was more in the nature of a submission to the Commission.

16. Mr. A.R. Menzies asked if the document would contain predictions regarding future developments in the Northwest Territories and comparisons with other countries having similar problems.

17. Mr. R.A.J. Phillips said predictions would be attempted only to the extent that they might prove helpful to the Commission.

18. Mr. Côté said time would not permit the inclusion of comparisons with other countries.

19. Mr. Menzies suggested that a paragraph 6 of the Memorandum to the Cabinet should be amended since it seemed to indicate a more comprehensive paper than was intended.

20. The Committee recommended that in amending the draft Memorandum consideration be given to the following:

- (i) including a statement of arguments for and against a Commission of Enquiry.
- (ii) including a statement on the criteria in selecting the membership.
- (iii) changing the terms of reference by:
 - in paragraph (b), replacing “density of population” by some phrase such as “size, nature, and distribution of population”;
 - in paragraph (c), deleting “adequacy of the”;
 - omitting paragraph (d);

- rewording paragraph (e) to avoid specific reference to Bills C-83 and C-84;
 - omitting paragraph (f);
 - placing paragraph (g) at the beginning rather than at the end of these paragraphs.
- (iv) rewording the second section of paragraph 6 to indicate the limitations in the scope of the White Paper.
 - (v) Using some description other than "White Paper" for the document on the Northwest Territories.

II. Arctic Bibliography (Unclassified)

21. Mr. Côté referred to the recommendation of the Committee that the Canadian government should be responsible for the cost of printing the Arctic Bibliography. In accordance with the decision reached at the last meeting, the Secretary had examined the ways in which this might be done and had concluded that assistance could be best provided by an annual grant to the Arctic Institute for this purpose.

(Secretary's memorandum Document ND-404 dated 5 April 1965)

22. Dr. W.E. van Steenburgh agreed with the advantages of a grant. The Arctic Institute could then make direct arrangements for printing either with the Queen's Printer or elsewhere.

23. Dr. Zimmerman considered with a technical publication of this type it was most desirable for those responsible for the manuscript to deal directly with the printer. The Defence Research Board was at present providing \$10,000 a year towards the Bibliography.

24. Mr. G.W. Rowley said the proposal to cover the cost of printing the Bibliography had been made on the understanding that the \$30,000 involved would replace the support at present given to it by Canadian government agencies.

25. Mr. D.A. McDougal said the Department of Transport was in favour of support by means of a grant.

26. The Committee agreed to recommend that the cost of printing the Arctic Bibliography should be provided by means of annual grants to the Arctic Institute of North America.

III. Ground Effect Machines (Unclassified)

27. Mr. Rowley referred to the paper that had been circulated to the members some months ago suggesting the establishment of a working group to consider and recommend to the Committee the steps that should be taken to investigate the potential of ground effect machines in northern Canada. In the meantime a preliminary study had been carried out in the Northern Co-ordination and Research Centre to assess from information available in Ottawa the limitations to the use of those machines in their present state of development. The study had been based in the Westland SR.N5 and three routes had been considered –

- (a) the Mackenzie River,
- (b) from Churchill to Cambridge Bay via Wager Bay and Chantry Inlet,
- (c) from Resolute to Isachsen and Mould Bay.

The results were encouraging in that all three routes appeared feasible in both summer and winter but some points would require checking in the field. One problem would probably be the inability of a hovercraft to operate at reduced speed owing to low visibility for any length of time without running out of fuel.

28. General G. Walsh said the Department of National Defence had at present no specific requirement for ground effect machines but they had a general interest in this type of vehicle, and were impressed by its performance over water and salt marshes though its fuel consumption and costs were high.

29. Dr. van Steenburgh referred to the interest of the Polar Continental Shelf Project; recent demonstrations, attended by an observer from his department, had indicated that this type of machine should be tested under northern conditions.

30. At the request of Mr. Côté, Dr. Zimmerman agreed that the Defence Research Board would chair the proposed sub-committee.

31. The Committee agreed that a sub-committee should be formed of representatives of the departments of Mines and Technical Surveys,

Transport, Defence Production, National Defence, and Northern Affairs and National Resources, the Defence Research Board, the National Research Council, and the Treasury Board staff under the chairmanship of the Defence Research Board and with the secretary provided by the secretariat of the Advisory Committee on Northern Development, to recommend to the Committee the steps that should be taken to investigate the potential of ground effect machines in northern Canada under realistic rather than “ideal” conditions.

IV. Moonlighting (Confidential)

32. Mr. Côté referred to the problems associated with “moonlighting” by civil servants in the north.

(Secretary’s memorandum, Document ND-403, dated 5 April 1965)

33. Mr. Baldwin said there were very few instances of “moonlighting” in the Department of Transport owing to the fact that their employees were usually on a 54-hour-work-week basis.

34. Mr. L. Lalonde recalled a case where a civil servant had been the major shareholder in a company which had been the only bidder on a government contract. The contract had not been awarded for that reason. It was undesirable for civil servants to be engaged in outside work for the federal government.

35. Dr. van Steenburgh said cases of “moonlighting” occurred in the Department of Mines and Technical Surveys and a strong line was when there was any possibility of conflict of interests. Each case should be considered individually.

36. Mr. Côté considered that in some cases “moonlighting” provided services that would not otherwise be available to a community, and could result in a civil servant becoming more identified with the north, with a permanent stake in it. Objections to “moonlighting” were reduced if work were carried out for a different department. The memorandum indicated the policy that was being followed in the Department of Northern Affairs and National Resources, and the Department would appreciate information on policies followed by other departments.

37. General Walsh said his experience on the Northwest Highway System had been that a man involved in “moonlighting” tended to devote more and

more time to it at the expense of his regular occupation. Often the object would be to make a stake in the north in order to go south with it.

38. Mr. W.A. Tuskey requested a copy of the memorandum for reference to the Personnel Division of the Treasury Board staff.

39. The Committee agreed that the different circumstances in case and each department made adoption of a fixed interdepartmental policy difficult, and that “moonlighting” should therefore be handled departmentally.

V. The Third National Northern Development Conference (Unclassified)

40. Mr. Côté referred to the two resolutions of the Third National Northern Development Conference that had been addressed to the Advisory Committee on Northern Development. One requested greater government support of research by non-government institutions, and the other that more provision be made for the co-ordination of northern research. The next conference would ask if the resolutions had been implemented. In this connection he had just received a copy of a submission by the Arctic Institute to the Centennial Commission proposing the establishment of a \$3¼ million fund for northern research.

(Secretary's memorandum Document ND-400 dated 5 January 1965)

41. Dr. Zimmerman agreed with the Institute's submission regarding the need for more northern research but considered the proposed charge for administration to be much too high. The establishment of a permanent capital fund with the interest only to be used for research would be preferable to the suggested liquidation of the fund over a ten-year period.

42. Dr. van Steenburgh suggested the submission had been based on what the Institute considered might be most acceptable to the Commission rather than on what was most desirable scientifically.

43. Mr. Côté expressed doubt that the Institute's proposal could be met from the funds available to the Centennial Commission. Provision of funds would be required from another rate. The views of the Scientific Research Sub-Committee on the submission would be of value.

44. The Committee noted the resolutions of the Third National Northern Development Conference and agreed to refer the Arctic Institute's submission to the Scientific Research Sub-Committee.

VI. Facilities for Commercial Interests at Resolute and in the Queen Elizabeth Islands (Unclassified)

45. Mr. Côté recalled that a forecast of future development in the Queen Elizabeth Islands had been requested by the Committee as a guide to planning the provision of facilities there. The forecast had been completed some months ago and had been circulated to members at that time.

(Secretary's memorandum Document ND-393, dated 24 April 1964)

46. The Committee noted the report on Future Development in the Queen Elizabeth Islands.

VII. Purchase of the Yellowknife Transportation Company and Arctic Shipping Limited (Confidential)

47. Mr. Côté reported that the freight services of Yellowknife Transportation Company Limited and Arctic Shipping Limited had been bought by the Northern Transportation Company. The companies had retained the right to operate their planned passenger service on the Mackenzie, but there was some doubt whether they would do so because the government subsidy on shipbuilding had been discontinued, and this would increase the cost of the vessel that would have to be built.

(Secretary's memorandum, Document ND-306 dated 6 April 1965)

48. Mr. McDougal said the Northern Transportation Company had already taken over the physical assets of the two companies, and the whole transaction should be completed by the end of the month.

49. Mr. Tuskey enquired whether responsibility for the Northern Transportation Company had been transferred to the Minister of Northern Affairs and National Resources.

50. Mr. Côté said that the company reported to the Minister of Trade and Commerce, and any change would require very careful consideration.

51. The Committee noted the report on the purchase of Yellowknife Transportation Company and Arctic Shipping Limited.

VIII. Items of General Interest (Confidential)

(a) Proposed Local Development District at Churchill

52. Mr. G.B. Williams reported that, following a cabinet instruction to discuss an enlarged local development district at Churchill with the provincial authorities, agreement had been reached on the rateable value of federal property there. Arrangements had been made concurrently for federal departments to deal directly with the corresponding provincial departments on such matters as health and police. A meeting would be held in the near future to discuss the maintenance of existing standards of service and to estimate their cost. The outcome of the negotiations would depend on whether agreement could be reached on a tax rate acceptable to the federal government.

(b) Proposed Visit of the Head of the Office of Antarctic Programs of the U.S. National Science Foundation

53. Mr. Rowley reported that Dr. T.O. Jones, Head of the Office of Antarctic Programs of the U.S. National Science Foundation, intended to visit Ottawa within the next month. He would discuss a possible extension of U.S. research activities in the Arctic and closer co-operation with Canada. The U.S. plans were at an early stage and were understood to involve a station on a floating platform in the Arctic Ocean to which Russian and Canadian scientists would be invited. The station might use a nuclear reactor for power and heat. The occasional use of airfields in northern Canada for transit to and from the station might be requested. More information would be available following Dr. Jones' visit.

(c) Asbestos Development

54. Mr. Côté reported that the Asbestos Company were intending to go ahead with the Asbestos Hill development near Deception Bay. Expenditures totaling \$70 million were planned, with production to begin in 1970. This development would probably have an important bearing on the problem of jurisdiction over the Quebec Eskimos. In the Yukon, Cassiar Asbestos was on the point of deciding to bring their Clinton Creek property into production probably by 1967 to supply the growing demand for short fibre asbestos. This would require government assistance for road building at a cost of about \$6 million. Between 100 and 200 men would be employed. As road construction was necessary, the extent of federal participation in this was under consideration.

(d) Oil Exploration

55. Mr. Côté reported that Shell and Imperial Oil were initiating major oil exploration programs in the Mackenzie Delta and off-shore in Mackenzie Bay.

(e) Baffinland Iron Mines Limited

56. Mr. Rowley reported that Baffinland Iron Mines expected to complete their feasibility studies by next January and a decision on production should be possible within a year.

(f) Search for Franklin's Ships

57. Mr. Rowley referred to the recent press accounts of an attempt to locate Franklin's ships by a magnetometer survey. A magnetic anomaly had been found in a likely position. However, the Chief of the Geophysics Division of the Geological Survey had examined the trace and thought the anomaly probably had a geological cause.

58. The Committee noted the reports on the items of general interest.

IX. Other Business

Telecommunications in the North (Unclassified)

59. Mr. Côté referred to the effect of technical advances on communications. The Committee would be interested to hear of plans for meeting the telecommunications needs in the north.

60. Mr. Rowley said he had discussed this recently with the Government Telecommunications Planning Division and a report would be prepared for circulation to the Committee.

61. The Committee noted that a report on developments in northern telecommunications would be prepared and that this matter should be actively followed up.

X. Date of Next Meeting

62. The Committee agreed that the next meeting would be at the call of the chair.

G.W. Rowley,
Secretary.

The Department of Northern Affairs and National Resources,
26 April, 1965.

68. The sixty-eighth meeting of the Committee was held on Thursday, 19 May 1966, at 2:30 p.m., in the Privy Council Committee Room in the East Block.

Present:

Mr. E.A. Côté, Deputy Minister of Northern Affairs and National Resources (Chairman)

Dr. W.E. van Steenburgh, Scientific Advisor to the Privy Council

Dr. A.H. Zimmerman, Chairman of the Defence Research Board

Dr. R.A. Armstrong, representing the Deputy Minister of National Health

Mr. C.M. Brant, representing the Deputy Minister of Transport

Mr. M.E. Butler, representing the Secretary to the Cabinet

[Commodore] F.B. Caldwell, representing the Chairman of the Defence Staff

Mr. J.L. Fry, representing the Deputy Minister of Finance

Dr. J.M. Harrison, representing the Deputy Minister of Mines and Technical Surveys

Inspector A. Huget, representing the Commissioner of the Royal Canadian Mounted Police

Mr. J.G. Hutchinson, representing the Deputy Minister of Fisheries

Mr. G.T. Jackson, representing the Deputy Minister of Public Works

Dr. R.F. Legget, representing the President of the National Research Council

Dr. K. Rasmussen, representing the Deputy Minister of Agriculture

Mr. G.W. Rowley, Department of Northern Affairs and National Resources

Also present:

Mr. J.H. Gordon, Department of Northern Affairs and National Resources

Mr. F.A.G. Carter, Department of Northern Affairs and National Resources

Mr. A.D.W. Dunning, Department of Northern Affairs and National Resources

Mr. W.A. Gamble, Department of Northern Affairs and National Resources

Mr. A.B. Yates, Department of Northern Affairs and National Resources.

I. Documents Distributed for Information since Last Meeting

1. The Chairman referred to the documents issued since the last meeting. He hoped in future to hold meetings at more frequent intervals.

(a) Annual Report of Department of Northern Affairs and National Resources 1963-64.

(Secretary's memorandum, Document ND-407, distributed April 23, 1965)

(b) Advisory Commission on Development of Government in the Northwest Territories.

(Secretary's memoranda, Documents ND-408 and ND-409, distributed April 26, 1965, and May 5, 1965, respectively)

(c) J.I.B. Report – Soviet Gold.

(Secretary's memorandum, Document ND-410, distributed July 12, 1965)

(d) Northern Construction Program for 1965-66.

(Secretary's memorandum, Document ND-412, distributed August 31, 1965)

(e) Visit of the Minister of Northern Affairs and National Resources to U.K., Scandinavia and Soviet Union.

(Secretary's memorandum, Document ND-413, distributed October 22, 1965)

(f) Government Activities in the North 1964.

(Secretary's memorandum, Document ND-414, distributed November 5, 1965)

(g) Report of Tour of Delegation from the U.S.S.R.

(Secretary's memorandum, Document ND-416, distributed January 14, 1966)

(h) J.I.B. Report – Economic Aspects of Soviet North.

(Secretary's memorandum, Document ND-417, distributed January 14, 1966)

(i) Local Effects of Decreasing Military Interest in Northern Canada.

(Secretary's memoranda, Document ND-415 and ND-418, distributed October 28, 1965, and January 14, 1966, respectively)

2. The Committee noted the documents issued since the last meeting.

II. Future Development of Frobisher Bay (Unclassified)

3. Mr. Gordon reviewed the present situation at Frobisher Bay and the proposed plan for its future development. The government investment there was about \$25 million. The Department of Northern Affairs and National Resources believed a continuing use for Frobisher Bay could be found as a regional administrative headquarters, and as an educational centre. This would involve adapting the present facilities and consolidating the population at Astro Hill. The Minister of Northern Affairs and National Resources had approved this concept but, before going farther, the views of the Committee were desired. The lack of substantial economic resources or commercial activities made government programmes vital for the future of Frobisher.

(Secretary's memorandum Document ND-419 dated 18 April 1966)

4. Mr. Fry enquired about the impact of the proposed Frobisher plan on Churchill.

5. The Chairman considered that there would be little immediate effect, as Frobisher would be a centre for Baffin Island only. The original estimate for the use of the Churchill facilities was for seven years, two of which had elapsed. No change was expected though it was difficult to make positive predictions at the moment, partly because the report of the Carrothers Commission might directly affect the situation.

6. Mr. Jackson said cost estimates for the Frobisher Bay development appeared to be fifteen to twenty per cent low, based on current construction costs.

7. The Chairman agreed that the Department of Northern Affairs and National Resources would review these figures.

8. Dr. Zimmerman asked whether the Frobisher plan envisaged a utilidor similar to that at Inuvik because this would be a large item in the costs of the proposed plan.

9. The Chairman said the central area at Astro Hill could be given some piped services but probably not central heating. Both the cost to the government and the wishes of the Eskimos were involved.

10. Mr. Brant pointed out that the Department of Transport had, at the urging of the Department of Northern Affairs and National Resources, just completed an expensive move from West Forty to the Federal Building. Under the proposed plan they would again have to move their operations (to Astro Hill). Because the Federal Building was uniquely suitable to the D.O.T. operation, D.O.T. wished to retain its operations there, including single accommodation, but they would have no objection to having married employees at Astro Hill. Transportation costs for school children did not appear in the Department of Northern Affairs and National Resources' plan.

11. The Chairman emphasized the urgency of getting approval of the general layout envisaged in the plan so that Eskimo houses and some accommodation for government employees could be built in 1966.

12. The Committee agreed to establish a working group under the chairmanship of Mr. Gordon to consider the proposed Frobisher plan. The working group would consist of representatives of Department of Transport, Department of Northern Affairs and National Resources, Department of National Defence, Department of Public Works, and Treasury Board, with power to call on Central Mortgage and Housing Corporation, the National Research Council, the R.C.M. Police, or other agencies as required for advice and information.

III. Water and Sewer Services – Standards in Small Northern Settlements (Restricted)

13. The Chairman summarized the differing views of the Departments of Northern Affairs and National Resources and of Transport on standards for water and sewer services in small northern settlements. It was a question of whether civil servants in remote areas should have services based on normal Canadian standards or whether they should adapt to more economical standards which could serve the community, including the native population, as a whole. Standards which only civil servants could enjoy and depending on heavy government support tended to stratify society in northern communities.

(Secretary's memorandum Document ND-421 dated 9 May, 1966)

14. Mr. Jackson supported both the general policy proposed by the Department of Northern Affairs and National Resources and the special case of Baker Lake, as they would be less costly yet meet health standards.

15. Mr. Fry, endorsing the Northern Affairs and National Resources proposal, pointed out that a more economic type of service would mean more rapid expansion of improved services to the twenty-five or thirty settlements that would be affected by the policy throughout the north.

16. Mr. Carter explained that circumstances would vary from settlement to settlement. In some it might prove more economical to install a piped service. The trucked service proposed for Baker Lake included a pressure system and flush toilets for government housing, and represented an improvement on the current service.

17. Mr. Brant questioned whether civil servants should be asked to accept lower standards than they were accustomed to without some financial compensation.

18. Mr. Gordon pointed out that the high capital cost of piped systems was more difficult to justify when there was uncertainty about the permanence of a community.

19. Dr. Armstrong said community-wide services were preferable from both sociological and public health standpoints. The policy proposed by the Department of Northern Affairs and National Resources appeared reasonable provided there was some flexibility in its application. Northern Health Services had experienced great difficulty in attracting and retaining professional staff where living conditions were unsatisfactory. A recent development was the introduction of transportable nursing stations where their requirement might be short-term. Such a station was proving very satisfactory at Hall Beach. The facilities were acceptable but the cost was only one-third that of a permanent structure.

20. Dr. Legget said the example of Baker Lake raised certain basic questions which required government consideration:

- (i) Whether the government wanted to treat white civil servants differently from other local residents? If so, one set of problems arose; if not, a completely different set of problems resulted.
- (ii) The extent to which other than economic factors should be considered.
- (iii) The permanence of a settlement, as this was an essential factor in intelligent planning.

21. The Chairman referred to the problems in recruiting civil servants for northern service if they had to accept lower standards of living, or had to pay the high cost of raising these standards. The standards should however be suitable for adoption by natives as they were educated to take over civil service positions in the north. It was difficult to determine the pace of development at any settlement but it was important not to harness emerging communities with costly services that they could not maintain. Subsidization would be necessary to the extent that the costs of the services provided should not exceed the cost of these services in southern Canada. In particular, the additional costs resulting from transportation to the north should be written off.

22. The Committee

- (a) agreed in general with the proposal of the Department of Northern Affairs and National Resources that the minimum standard of services should be a “transported” water and sewage system that met health requirements, but that this should not involve lowering standards where there was already a system providing a higher standard;
- (b) agreed that the construction agency for future water and sewer systems would be determined by the Construction Sub-Committee at the annual meeting for the allocation of construction responsibilities in the north.

IV. Geographical Division of the Northwest Territories for Operations and Administration (Unclassified)

23. The Chairman referred to the different ways of dividing the north adopted by departments. Some rationalization might be beneficial.

(Secretary’s memorandum Document ND-420 dated 21 April, 1966)

24. Mr. Rowley explained that each department used a system based mainly on its own needs. While some differences were inevitable, it should be possible to introduce a greater degree of uniformity without undue difficulty. No recommendations would be possible until after the Carrothers Commission had reported as the Commission’s findings would be an important factor. The Commission had compiled information on this subject which would be very useful.

25. Mr. Brant pointed out that administrative regions had to be consonant with departmental administrative patterns.

26. Dr. Armstrong said there would be advantages for statistical purposes in adopting more uniform regions.

27. The Committee agreed that a working group under Mr. Rowley's chairmanship with representatives of the departments concerned should examine the problem and make recommendations to the Committee.

V. Hovercraft Trials (Unclassified)

28. The Chairman referred to the Hovercraft Trials in the Mackenzie Delta arranged through the Sub-Committee on Ground Effect Machines.

(Secretary's memorandum Document ND-411 dated 31 August, 1965)

29. Dr. Zimmerman said he had recently returned from the trials. He had gone to Tuktoyaktuk with some skepticism but had been very impressed at the performance and adaptability of the machine. The SRN-5 had an operational range of about 175 miles, consumed one gallon of fuel a minute, required a path about 70 feet wide, and had a pay load of approximately 3,600 lbs. Very considerable overloads could be carried when conditions were good. The machine had been tested in Borneo and had not been modified since these tropical operations except for fitting new skirts. The northern trials were designed to establish efficiency under a variety of conditions including break-up, but were not cold weather tests. The temperature had dropped to about -30°F on two days however, and the skirt material had then become rather brittle. Throughout the trials the craft had performed much better than expected. The radar allowed operations in very bad visibility. There had been an interesting contrast at Tuktoyaktuk between the Hovercraft and the shipping frozen in the harbour.

30. A full report would be prepared on the trials. The next steps might be a detailed economic study and trials in extreme cold. Even if there were no cost advantage the hovercraft's great operational adaptability particularly during break-up and freeze-up might justify its use.

31. Mr. Rowley added that there had been less skirt wear when operating over ice than when operating over water. The Department of Transport helicopter had been of very great assistance in the trials.

32. The Chairman said all reports had been very encouraging. Northern Transportation Company would presumably look closely into the potential of this type of machine for their operations. The Sub-Committee on Ground Effect Machines would be making a report on the trials to the Advisory Committee on Northern Development.

33. The Committee noted the report on the Hovercraft Trials.

VI. Items of General Interest

(a) Baffinland Iron Mines (Confidential)

34. Mr. Rowley reported that Baffinland Iron Mines had completed an economic feasibility study which indicated that a minimum production of approximately 4 million tons a year would be necessary rather than the original estimate of 2¼ million tons. A minimum shipping season of ten weeks through Milne Inlet was expected, and ore carriers of up to 140 thousand tons were being considered. A railway would be required to carry the ore the 60 miles from the mine to the harbour.

35. The Chairman added that ice-strengthened vessels would be needed. A trans-shipment point in Greenland was a possibility but direct shipment would be preferable. If the mine went ahead it would mean the construction of an airfield, port facilities, a power plant, and a railway. It would now be necessary to consider what government assistance might be provided for these large capital undertakings. The mine, which could be in operation by 1972, would create substantial employment for Eskimos. There will be two new communities, one at the mine and the other at the port. The co-operation of the Department of Transport in providing ice reconnaissance, ice-breakers, and satellite photography had been most useful for the Company.

(b) Conference on Co-Operatives (Unclassified)

36. Mr. Gordon reported that some 70 representatives from 19 northern co-operatives had attended a conference recently held at Povungnituk. The conference had illustrated the increasing ability of the Eskimos and Indians to manage their own affairs and overcome problems by their own efforts.

(c) Television Services for the North (Unclassified)

37. Mr. Rowley said television coverage up to about 80° north could be obtained using a satellite over the Galapagos Islands and should become practicable within ten years.

38. The Chairman said the Minister of Northern Affairs and National Resources attached high priority to the provision of television for northern communities. The economics of live television posed many difficulties, and a temporary solution might be found in taped programs.

39. Mr. Brant added that a number of questions would have to be solved with respect to international control and licensing of television via satellite. Technical progress should allow satellite television in the north within five or six years.

(d) Transportation in the Western Arctic (Unclassified)

40. Mr. Rowley reported that the Northern Transportation Company, following the acquisition of Yellowknife Transportation and Arctic Shipping was consolidating their operations by moving from Bell Rock to Hay River. They were also intending to move the trans-shipment facilities at Tuktoyaktuk from across the harbour to a site near the airfield.

41. The Committee noted the items of general interest.

VIII. Other Business

(a) Plaisted Polar Expedition (Confidential)

42. Mr. Rowley referred to an expedition being planned to travel from Ellesmere Island to the North Pole by skidoo in the spring of 1967. He had also heard of another expedition which would go to the North Pole using dogs and would spend a summer on the drifting ice.

(Secretary's memorandum Document ND-422 dated 18 May 1966)

43. The Chairman referred to the problems that attend such expeditions and the Canadian responsibility for search and rescue. Firm rules should be developed to provide such control as appeared necessary.

44. The Committee agreed that the Secretary should call a working group from the departments concerned to consider these expeditions and to recommend any measure that appeared necessary.

(b) Soviet Permafrost Film (Unclassified)

45. Dr. Legget reported that the U.S.S.R. government had presented the National Research Council with a 35 mm. film describing permafrost research in Russia. A 16 mm. version was being prepared.

(c) Permafrost Map (Unclassified)

46. Dr. Legget reported that the first detailed map showing the extent of permafrost in Canada was nearing completion in the National Research Council.

(d) Integration of Indian Affairs (Unclassified)

47. Mr. Gordon reported that the operations in the Mackenzie District of the Indian Affairs Branch and the Northern Administration Branch were being integrated.

48. The Committee noted the "Other Business" items.

VIII. Date of Next Meeting

49. The Committee agreed that the next meeting would be at the call of the chair.

G.W. Rowley,
Secretary.

Department of Northern Affairs and National Resources,
20 June, 1966.

69. The sixty-ninth meeting of the Committee was held on Monday, December 12, 1966, at 2:30 p.m., in the 14th Floor Conference Room, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. E.A. Côté, Deputy Minister of Indian Affairs and Northern Development (Chairman)
Dr. A.W.H. Needler, Deputy Minister of Fisheries
Dr. A.H. Zimmerman, Chairman of the Defence Research Board

Commodore F.B. Caldwell, representing the Chief of the Defence Staff
Mr. J.L. Fry, representing the Secretary to the Treasury Board
Mr. G.T. Jackson, representing the Deputy Minister of Public Works
Mr. A.R. MacMillan, representing the Under-Secretary of State for External Affairs
Chief Supt. E.L. Martin, representing the Commissioner, Royal Canadian Mounted Police
Mr. D.A. McDougal, representing the Deputy Minister of Transport
Dr. H.A. Procter, representing the Deputy Minister of National Health and Welfare
Mr. J.D. Randall, representing the Deputy Minister of Finance
Dr. K. Rasmussen, representing the Deputy Minister of Agriculture
Dr. E.F. Roots, representing the Deputy Minister of Energy, Mines and Resources
Mr. L.H. Stopforth, representing the Deputy Minister of Defence Production

Mr. G.W. Rowley, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. W.R. Binks, Department of Public Works
Mr. C.M. Bolger, Department of Indian Affairs and Northern Development
Mr. K. Bowles, Department of Indian Affairs and Northern Development
Inspector J.A. Couillard, Royal Canadian Mounted Police
Mr. A.D.W. Dunning, Department of Indian Affairs and Northern Development
Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development
Mr. A.M. Pennie, Defence Research Board
Commander P.J. Pratley, Canadian Armed Forces

Not Represented:

The Secretary to the Cabinet

The Chairman, Canadian Section, Permanent Joint Board on Defence

The President, National Research Council

I. Documents Distributed for Information

(a) Report of the Working Group on Measures for Controlling Expeditions in the Polar Basin on Canada (Unclassified)

1. The Chairman referred to the need for some measure of control over expeditions to the Polar Basin based on Canada.

(Secretary's memorandum, Document ND-423, distributed June 27, 1966)

2. Mr. G.W. Rowley explained that Polar Basin in this context was intended to mean the Arctic Ocean.

3. Mr. D.A. McDougal said such expeditions often required the use of Canadian Government facilities. In the case of the Plaisted expedition the Department of Transport had stipulated that the expedition take out insurance to cover the government building and other equipment they planned to use at Eureka.

4. The Committee concurred in the proposed rules with the following amendments:

- (i) Paragraph 2 (a) to read "Under the Scientists and Explorers Ordinance of the Northwest Territories or the Yukon Territory, as applicable".
- (ii) Paragraph 3 (a) to read "The embassy concerned will be informed through the Department of External Affairs".
- (iii) Paragraph 2 (g) a new section to read "Expeditions should be as self-contained as possible and may be required to indemnify the Canadian Government against loss or damage to government property".

(b) Government Activities in the North 1965 (Unclassified)

(c) Economic Aspects of the Soviet North (Secret)

(d) Northern Construction Program 1966/67 (Unclassified)

5. There were no comments on these three reports.

(Secretary's memorandum, Document ND-424, distributed August 31, 1966)

(Secretary's memorandum, Document ND-426, distributed October 25, 1966)

(Secretary's memorandum, Document ND-427, distributed October 31, 1966)

6. The Committee noted the documents distributed for information.

II. Development of Frobisher Bay (Unclassified)

7. The Chairman referred to the progress towards consolidation of services at Frobisher Bay, which was resulting in substantial economies. A logical extension would be for the Department of Transport to take over all vehicle maintenance as from 1 April, 1967. The Department of Indian Affairs and Northern Development would transfer the relevant positions from their establishment.

(Secretary's memorandum, Document ND-425, distributed October 14, 1966)

8. Mr. A.B. Yates said the Ottawa Co-ordinating Committee on Frobisher Bay had recently examined this proposal. The Department of Transport had requested that further consolidation be delayed until departments had adjusted to the present phase. The Co-ordinating Committee would make recommendations on consolidation of vehicle maintenance by June, 1967.

9. Mr. J.L. Fry enquired about the attitudes of other departments to the plan proposed by Indian Affairs and Northern Development to use the federal building as a student hostel. The Department of Transport appeared to have some valid objections.

10. The Chairman said some differences had arisen. However, the Department of Transport had now accepted the plan, subject to several conditions which Indian Affairs and Northern Development were prepared

to accept. Bus transportation would be arranged between the federal building and Astro Hill. Allowance had been made in the settlement plan for a nurses' residence adjacent to the hospital as requested by the Department of National Health and Welfare. The Hudson's Bay Company [was] awaiting information on zoning before completing their plans for expansion at Frobisher.

11. Mr. Yates described the settlement plan. The estimated cost of the first place of construction, based on current prices, was \$11,000,000. It could be expanded to accommodate a population of 3,000. Twenty houses for staff and thirty for Eskimo rental were being constructed this year. To meet the wishes of the Eskimos the Eskimo houses were being integrated into the town plan in small groups, rather than as single units.

12. Mr. Fry suggested that the plan for Frobisher Bay should now be submitted to the Treasury Board.

13. The Chairman said some thought had been given to a government building which would provide government offices on the second and third floors and space for stores on the ground floor. Supply of Frobisher and certain other northern settlements by Hercules aircraft might prove economically feasible if allowances were made for the requirement for reduced heated storage and inventories. This subject and the possibility of integrating civilian and DEW air transport might be referred to the Transportation Sub-committee.

14. The Committee (a) noted with approval the progress of the development of Frobisher Bay, (b) agreed that the Transportation Sub-committee be asked to consider the possibility of extending the use of aircraft for supplying northern settlements.

III. Aeronautical Hazards in the North (Unclassified)

15. The Chairman explained that the danger to aircraft in the north from cables and other obstructions had been raised at the Parliamentary Committee on Northern Affairs and National Resources.

(Secretary's memorandum, Document ND-428, distributed November 5, 1966)

16. Mr. McDougall said a committee in the Department of Transport had this matter under very active consideration as part of the general problem for the whole country. Such matters as the acceptable height of antennae

were being studied. There was considerable doubt about the Department's authority under the Aeronautics Act. The Committee was expected to report early in the year but it would be some time before any necessary legislation could be enacted.

17. Mr. G.T. Jackson reported that administration of the Navigable Water Protection Act had been transferred some months ago from the Department of Public Works to the Department of Transport. This would extend D.O.T.'s authority so far as obstructions over navigable waters were concerned.

18. The Chairman pointed out that in the north the federal government controlled most of the agencies that might erect aeronautical hazards. A substantial degree of control could therefore be achieved by administrative action, if required by the Department of Transport.

19. The Committee noted (a) the report on aeronautical hazards in the north, (b) that the Department of Transport would report soon on aeronautical hazards and its jurisdiction.

IV. Progress on Baffinland Iron Mines Limited (Unclassified)

20. The Chairman described the progress of the iron development at Mary River, which showed considerable promise.

(Secretary's memorandum, Document ND-429, distributed November 9, 1966)

21. Mr. McDougall said the Department of Transport had been studying ice conditions in Milne Inlet in the expectation that the department would be called on to provide icebreaking and other assistance to shipping if the development went ahead.

22. Mr. Rowley reported that ice conditions this year would have allowed a shipping season of thirteen weeks, a great improvement over last year, when the season was three or four weeks shorter. The Anglo-American Corporation had said they would proceed with the development provided the government would undertake to assist very substantially in reducing the capital costs involved.

23. The Chairman said the intention was to stockpile the ore during the winter months for shipping out in the summer. The company was investigating direct reduction for which the ore was very suitable.

24. Dr. A.H. Zimmerman mentioned the economic advantage in shipping oil to the north for a reduction plant, as well as for the railroad, power, heating, etc., thus providing a two-way haul.

25. The Committee noted the report of the progress of Baffinland Iron Mines Limited.

V. Ground Effect Machines – Report of the Sub-Committee (Unclassified)

26. The Chairman referred to the joint Canada/UK hovercraft trials carried out in the Mackenzie Delta. The Committee would want to congratulate Dr. Zimmerman on the arrangements made for the trials and the excellent report prepared by the Defence Research Board, and to consider what action should be taken on the recommendations in the report.

(Secretary's memorandum, Document ND-430, distributed November 10, 1966)

27. Dr. Zimmerman said the trials had been a great technical success but temperatures have not been low enough for cold weather tests. Additional trials in both mid-winter and summer were necessary, and an economic evaluation should be made based on some operation such as an experimental SRN-6 service on the Mackenzie River. The Department of National Defence did not foresee a major defence need for this type of vehicle, though Mobile Command might review the subject. The greater part of the costs of the trials last spring had been borne by the Department of National Defence. This responsibility should be carried by civilian departments in any future program of tests.

28. Mr. A.M. Pennie said trials last spring should be considered as only a beginning. For future trials the lead should be taken by another department such as Indian Affairs and Northern Development or Transport.

29. Mr. McDougall reported that the Department of Transport had been very satisfied with the tests of the hovercraft they had leased for one month last fall in the Trenton area. There appeared to be three possible areas for use by the Department:

- (a) Support of lighthouses and other offshore installations;
- (b) Search and rescue, including towing small boats and fire fighting;

(c) Control and surveillance of marine traffic.

They did not foresee any departmental application in the north except possibly along the Mackenzie River. Cost comparisons with other means of transport such as helicopters were necessary. They would probably acquire at least one hovercraft for experimental use.

30. Dr. A.W.H. Needler said the Department of Fisheries was particularly interested in the hovercraft as a patrol vehicle on the west coast of Canada.

31. Mr. Rowley reported that the British Hovercraft Corporation was considering a journey by an SRN-6 from Eskimo Point south along the coasts of Hudson Bay and James Bay, up the Albany and Kenogami rivers, across the watershed to the Great Lakes, and along the St. Lawrence Seaway to Montreal. The machine would then be used to provide a service at Expo.

32. Mr. Fry suggested that a study should be made of the economics of ground effect machines based on available data.

33. Dr. E.F. Roots reported that the Department of Energy, Mines, and Resources had become interested in ground effect machines in a survey role, and would like to co-operate with other departments in any further tests.

34. Mr. Jackson said the Department of Public Works could foresee a possible use for hovercraft in such operations as transporting and supporting departmental construction crews in coastal areas not serviced by road.

35. The Committee (a) thanked Dr. Zimmerman for the work of the Sub-committee on Ground Effect Machines and the hovercraft trials in the Mackenzie Delta;

(b) agreed that the Sub-committee on Ground Effect Machines should consider and report on how the recommendations of the report could be implemented;

(c) agreed that the Sub-committee should be chaired for the time being by the Department of Indian Affairs and Northern Development and should include representation from the Department of Public Works.

VI. Employment of Northern Residents (Unclassified)

36. The Chairman explained that a number of measures had been taken to encourage employment of northern residents, especially those now reaching

the necessary educational standards. Considerable success had followed movements of groups of Eskimos and Indians to work at Lynn Lake, Yellowknife, and on the Great Slave Railway. The federal government was by far the largest employer in the north. Failure to provide employment would lead to higher welfare costs and also to delinquency and expensive correctional programs. Treasury Board had approved a number of apprentice positions in the Department of Indian Affairs and Northern Development on a three-year test basis so that northern residents who lacked full qualifications for Civil Service appointments could receive training to help them meet the required standards. The northern employment situation could be improved greatly if departments adopted the objective of filling 75% of their northern positions with northern residents by 1977, and added training positions to their establishments. The Department of Indian Affairs and Northern Development had a Selection and Placement Service which would be happy to assist other departments.

(Secretary's memorandum, Document ND-431, distributed December 7, 1966)

37. Mr. Jackson noted that the proposals applied to all northern residents and not only to Indians and Eskimos, and hence did not discriminate according to race.

38. Mr. McDougal said a high degree of skill was required for many positions in the Department of Transport. The target might therefore prove to be over-optimistic in their case.

39. Dr. Needler considered a high objective should be established. The Department of Fisheries had had very encouraging experiences with Indians who had proved capable of filling highly skilled technical positions.

40. Dr. Roots suggested that the high rates in certain northern locations developed by the Department of Manpower often attracted labour from the south and militated against the employment of northern residents.

41. Mr. Jackson said the Department of Public Works had lost many excellent employees in the Yukon to the mining industry where pay was over a \$1.00 an hour more than the government rates.

42. Chief Supt. E.L. Martin reported that all R.C.M. Police special constables in the territories were northern residents. There was no bar to Eskimos or Indians becoming regular members of the force provided they met the normal entrance requirements.

43. The Committee noted with approval the paper on the “Employment of Northern Residents” and agreed with the general objective of filling 75% of northern federal government positions with northern residents by 1977.

VII. Television in the North (Unclassified)

44. The Chairman outlined the need for television in the north. The station at Whitehorse, the only one now in operation in the territories, cost approximately \$300,000 and charges subscribers \$7 to \$10 per month. The C.B.C. was hoping to establish a taped television service to certain northern communities.

(Secretary's memorandum, Document ND-432, dated November 30th, 1966).

45. Mr. Jackson suggested it might be less expensive to subsidize private enterprise to provide television services in the north rather than to establish C.B.C. stations which would be costly, and appeared to be against government policy in other areas of activity.

46. Mr. Rowley said the impact of television would be far-reaching. One aspect that would require study would be the effect of television programs on native people who have little personal knowledge or experience on which to model their actions under present conditions.

47. The Committee noted with approval the report on television in the north.

VIII. Items of General Interest (Unclassified)

(a) Re-organization of Agricultural Research in the Yukon:

48. Dr. K. Rasmussen said the Department of Agriculture had re-organized its research activities in the north. They now had the basic information necessary to assess the agricultural potential of the north, which was not high. The small station at Fort Chimo had been closed some years ago. The stations at Mile 1019 and Fort Simpson would be continued under the supervision of their station at Beaver Lodge. Professional staff would no longer be resident in the territories, and there had been some reduction in the size of the field stations but no further reductions were planned.

49. The Chairman asked that the Department of Indian Affairs and Northern Development be advised of the northern plans of other departments as early as possible owing to the possible political repercussions.

(b) Black Brant Launchings at Resolute:

50. Mr. Rowley reported that the National Research Council had launched two Black Brant rockets in July at Resolute for scientific purposes. The main objectives were to measure:

- (i) the ionization in the upper atmosphere in the vicinity of the magnetic pole;
- (ii) galactic x-rays.

The apparatus had worked well and satisfactory results were obtained.

(c) Report of the Advisory Commission on the Development of Government in the Northwest Territories:

51. Mr. Rowley reported that the Carrothers' Commission report had been tabled on the 6th October and had been endorsed by the Northwest Territories Council which met in Resolute in November. Its major recommendations were:

- (i) not to divide the Northwest Territories at the present time;
- (ii) a commissioner resident in the Territories with a deputy commissioner, an executive council, and a legislative assembly;
- (iii) Yellowknife to be the capital;
- (iv) the transfer of a wide range of administrative functions to the Territorial civil service as soon as practical;
- (v) the establishment of a development board and a development corporation for the Northwest Territories;
- (vi) a review of the political, economic, and social development of the Territories within the next ten years.

52. The Chairman said implementation of the report would involve much study over the next few months, and there would be many matters on which

the government would want the advice of the Advisory Committee on Northern Development. A decision on the location of the capital was particularly urgent.

53. Mr. Jackson referred to the housing situation at Fort Smith and Yellowknife. If the administrative centre were to be moved from Fort Smith, additional government housing should not be built there, and steps should be taken to encourage private enterprise to build houses at Yellowknife.

(d) Closing of Certain Department of National Defence Radio Stations:

54. Mr. Rowley reported that the Department of National Defence was phasing out certain Canadian armed forces radio stations in the north, as follows:

Frobisher – June 1967

Churchill – Late 1967 or early 1968

Whitehorse – Late 1967 or early 1968.

55. Mr. Jackson referred to the difficult situation at Whitehorse. There was an immediate requirement for housing but might be surplus accommodation by 1968. It would be most helpful if the Department of National Defence could advance the date for closing the Whitehorse station or could progressively reduce their housing requirement.

56. Commander P.J. Pratley said the date of closing the establishment would depend on construction progress elsewhere. Mid-1967 would be the earliest possible date for closing the station, but he would review the housing situation and get in touch with Mr. Jackson.

(e) Plaisted Polar Expedition:

57. Mr. Rowley reported that Mr. Plaisted's plans for a Skidoo journey to the north pole were proceeding satisfactorily. The Bombardier company was providing ten Skidoos and two mechanics as well as some measure of financial support. The Columbia Broadcasting System had the television rights and were providing \$20,000 towards air transport costs. C.B.S. had been in touch with the Canadian Broadcasting Corporation about Canadian television rights. There would be three Canadians on the party and air support would be provided by Atlas Aviation, who had purchased a twin

engine Otter. They planned to leave Eureka on 28 March. A Mr. W. Herbert was also planning a journey to the pole but this would be by dog team from Alaska in 1968. His party was carrying out a training journey this winter.

(f) Northern Tour of the Economic Council of Canada:

58. Mr. Rowley reported that a party from the Economic Council of Canada and a number of senior officials had accompanied the Minister of Indian Affairs and Northern Development on a tour of the north in August. The party had visited the Baffinland Iron property at Mary River, the transportation facilities at Tuktoyaktuk, Inuvik, several developments in the Yukon, Peace River, the Athabaska oil sands, Yellowknife, and Churchill.

59. The Committee noted the reports on items of general interest.

IX. Other Business

(a) Composition of the Committee (Unclassified)

60. The Chairman said that, following the reorganization of government departments, Indian Affairs would be covered through the membership of the Department of Indian Affairs and Northern Development. Both the Secretary to the Treasury Board and the Deputy Minister of Finance would become members.

(b) Seismic Detection Station (Secret)

61. Mr. Rowley reported that the U.S. government would probably request permission to establish a seismic detection station in the north. It would involve drilling a hole 10,000 foot deep and up to 25 shallow (200-500 foot) holes, probably at Cambridge Bay.

(c) White Whales in the Eskimo Lakes (Unclassified)

62. Mr. Rowley reported that a number of white whales had been trapped by freeze-up in the Eskimo Lakes about 100 miles north of Inuvik. The hole kept open by the whales was now about 30 foot long and 5 foot wide and some 12 whales were believed to be there. It was over 150 miles from the hole to the Arctic Ocean. There appeared to be some possibility that the whales would survive until next summer. There had been many cases on whales being trapped in this way in Greenland, but this seemed to be the first record from Canada.

(d) RAF Mountaineering Expedition (Unclassified)

63. Dr. Zimmerman said the RAF Mountaineering Association was planning an expedition in Ellesmere Island in May and June. It might involve a journey from the Defence Research Board camp in Tanquary Fjord to Ward Hunt Island.

X. Date of Next Meeting

64. The Committee agreed to meet on Monday, January 30th. Subsequent to the meeting, this date was found to be unsuitable and the Chairman decided that the next meeting would be held at 2:30 p.m., on Monday, February 6th, in the Conference Room of the Department of Indian Affairs and Northern Development, 14th Floor, Centennial Tower.

G.W. Rowley,
Secretary.

Department of Indian Affairs and Northern Development,
6 January, 1967.

70. The seventieth meeting of the committee was held on Monday, Feb. 6, 1967 at 2:30 p.m., in the 14th floor Conference Room, Centennial Tower, 400 Laurier Avenue, West.

Present:

Mr. E.A. Cote, Deputy Minister of Indian Affairs and Northern Development (Chairman)
Mr. G. Hunter, Deputy Minister of Defence Production
Dr. C.M. Isbister, Deputy Minister, Energy, Mines and Resources
Mr. L. Lalonde, Deputy Minister of Public Works
Dr. A.W.H. Needler, Deputy Minister of Fisheries
Mr. S. Williams, Deputy Minister of Agriculture
Dr. A.H. Zimmerman, Chairman of the Defence Research Board

Mr. J. Beetz, representing the Secretary to the Cabinet
Mr. C.M. Brant representing the Deputy Minister of Transport
Commodore F.B. Caldwell, representing the Chief of the Defence Staff
Asst/Commissioner D.O. Forrest, representing the Commissioner, Royal Canadian Mounted Police
Mr. J.L. Fry, representing the Secretary to the Treasury Board
Mr. J.F. Grandy, representing the Deputy Minister of Finance
Dr. N.B. Hutcheon, representing the President, National Research Council
Major-General H.L. Meuser, representing the Deputy Minister of National Defence
Dr. H.A. Procter, representing the Deputy Minister, Health and Welfare

Mr. G.W. Rowley, Dept. of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. J. Atkinson, Dept. of Indian Affairs and Northern Development
Mr. C.M. Bolger, Dept. of Indian Affairs and Northern Development
Mr. K. Bowles, Dept. of Indian Affairs and Northern Development
Mr. J.H. Gordon, Dept. of Indian Affairs and Northern Development
Mr. E.W. Humphrys, Northern Canada Power Commission
Mr. L.A.C.O. Hunt, Dept. of Indian Affairs and Northern Development

Mr. G. Jackson, Dept. of Public Works
Chief Superintendent E.L. Martin, Royal Canadian Mounted Police
Dr. K. Rasmussen, Dept. of Agriculture
Mr. J. Smith, Commissioner of the Yukon Territory
Mr. A.B. Yates, Dept. of Indian Affairs and Northern Development

I. Co-ordination of Federal Government Activities in the Yukon Territory

1. The Chairman introduced Mr. J. Smith, recently appointed as Commissioner of the Yukon Territory. Federal agencies played a very important part in the Yukon and there was a need for greater co-ordination between them and the Territorial Government and for procedures to further this.

(Secretary's memoranda, Documents ND-435, distributed February 2, 1967, and ND-437, distributed at the meeting)

2. Mr. J. Smith said that federal and territorial agencies could work at cross-purposes unless they were aware of one another's plans. Greater knowledge of federal activities would also be of considerable help in the preparation of answers to questions raised in the Yukon Territorial Council.

3. Mr. L. Lalonde referred to the current housing problem at Whitehorse, and enquired whether the proposed committee would make official recommendations in cases like this where there would probably be a conflict of interests.

4. Mr. J.L. Fry said administrative machinery already existed which the committee should not bypass. Recommendations to the Treasury Board should remain the responsibility of the department concerned.

5. The Chairman indicated that there was no intention of bypassing a Treasury Board Committee or of taking in the field decisions properly to be taken by the Departments. Nevertheless, what local co-ordination could be achieved should be done and any solutions proposed by a Treasury Board Committee could have large departmental connotations which should be examined by Deputy Ministers at the A.C.N.D.

6. Mr. S. Williams enquired about the level of departmental representation on the committee. His department did not have an officer in the Yukon of sufficient seniority to take part in important discussions affecting the

interests of the Department of Agriculture and it might be necessary to send a representative from the regional headquarters.

7. Dr. A.H.W. Needler supported the need for the committee. The level of representation should depend on the matters to be discussed at any meeting.

8. The Committee noted the report on co-operation of federal government activities in the Yukon Territory and agreed:

(1) Under the chairmanship of the Commissioner, an interdepartmental advisory committee be established in Whitehorse.

(2) This committee should meet regularly to discuss matters of common interest, and where possible seek a common solution at that level. Each Department or agency of government in the Yukon will be invited to nominate his representative. Minutes of these meetings will be prepared and distributed to these representatives in the Yukon.

(3) In the event of conflicting interests which cannot be resolved by the committee, the matter will be referred to the Chairman of A.C.N.D. who will discuss it with the appropriate Deputy Minister in Ottawa or, if needed, refer the matter to the A.C.N.D. for a recommendation.

II. Proposed Oil Drilling Operations - Hudson Bay

9. Mr. Rowley said the Department of Transport had provided information on the proposed oil drilling operations at Hudson Bay. This has been circulated to members owing to the wide possible implications.

(Secretary's memorandum, Document ND-434, distributed January 26th, 1967)

10. Dr. C. Isbister said Atlantic Richfield was planning an extensive oil exploration program but it would be several years before they began drilling in Hudson Bay. Comparatively little was known of the geology of the area and the company was undertaking a program of seismographic studies costing about 1½ million dollars.

11. Mr. J. Beetz inquired about the extent of the French Government's interest in the drilling operations.

12. Dr. Isbister replied that he thought the French Government's interest was at present something less than 25%, but that if all options were exercised it could reach 50%.

13. Dr. Zimmerman pointed out that the proposed drilling site in the geographical centre of Hudson Bay would be within the impact area of the Churchill Rocket Range, which was now an important national asset.

14. Mr. Jackson said planning for the town of Churchill should take into account the drilling operations if these were likely to have a significant effect on the town.

15. The Committee noted the report on proposed oil drilling operations - Hudson Bay.

III. Mackenzie Delta Research Project

16. Mr. Rowley explained that the Mackenzie Delta Research Project was studying the problems of that area from several different aspects.

(Secretary's memorandum, Document ND-436, distributed February 1, 1967)

17. The Committee noted the interim report on the Mackenzie Delta Research Project.

IV. Employment of Northern Residents

18. Mr. Rowley referred to the discussion at the previous meeting on the employment of northern residents. The Department of Indian Affairs and Northern Development and the Civil Service Commission had subsequently agreed on the procedures to be adopted by that department. These had been circulated to members because they might be faced with similar problems.

(Secretary's memorandum, Document ND-433, distributed January 20, 1967).

19. The Committee noted the procedures being adopted by the Department of Indian Affairs and Northern Development.

V. Possible Hovercraft Trials in Northumberland Strait

20. Mr. Rowley reported that the British Ministry of Aviation was considering carrying out trials of an SR-N6 in the Northumberland Strait area during March. The machine, one of the two to be used later at Expo,

would be based at Summerside. Severe icing conditions could be expected in the Northumberland Strait area at that time of year. The Sub-Committee on Ground Effect Machines was considering the need for further hovercraft trials. It appeared that a good case might be made for trials in the Churchill area of Hudson Bay following Expo. Performance in severe cold and icing conditions could be tested. There was considerable interest in oil exploration along this coast of Hudson Bay.

21. The Committee noted the report on possible hovercraft trials in Northumberland Strait.

VI. Establishment of Yellowknife as Territorial Capital

22. Mr. J.H. Gordon said that, following the adoption of the Carrothers' Commission recommendation to establish the territorial capital at Yellowknife, a Task Force had been organized to arrange for the transfer of the Commissioner and his staff to the north. It was planned to provide housing through C.M.H.C. on a guaranteed tenancy basis using private contractors for construction.

23. The Chairman said the first phase of the move was to establish the Commissioner in Yellowknife by freeze-up this year, but that a more realistic date may prove to be November.

24. Mr. G.T. Jackson asked that D.P.W. be informed at the earliest possible time of the plans of any federal departments for moving to Yellowknife, so that arrangements could be made for offices and accommodation.

25. Chief Supt. E.H. Martin asked about the availability of serviced lots in Yellowknife. The R.C.M. Police had been planning a re-building program at Fort Smith but they might now establish the subdivision headquarters in Yellowknife instead.

26. Mr. A.B. Yates said no additional serviced lots were expected to be ready until 1968.

27. Deputy Commissioner D.O. Forrest said the R.C.M. Police might retain and rebuild their subdivision in Fort Smith and eventually establish a divisional headquarters at Yellowknife.

28. The Chairman noted the benefit of such construction to the local economy of Fort Smith.

29. The Committee noted the report on the establishment of Yellowknife as the territorial capital.

VII. Items of General Interest

30. The Secretary reported the following items of general interest:

(a) Plaisted Polar Expedition

Mr. Plaisted had completed arrangements for his expedition apart from the problem of flying his party and equipment to Eureka and back. He expected to leave Eureka towards the end of March and to arrive at the North Pole on April 10, the anniversary of the date when Peary claimed to have reached there.

31. (b) White Whales At The Eskimo Lakes

During bitter weather in the last few days the breathing hole had frozen over and the last three whales must have drowned.

32. (c) Rocket Launching At Resolute

Further firings of Black Brant missiles at Resolute in September were being planned.

33. (d) Joint Arctic Weather Station Conference

The Joint Canada/U.S. Arctic Weather Station Conference will take place on 16 February. At the preliminary meeting it had been learned that the spring airlift to Isachsen and Mould Bay would be carried out by Nordair. The R.C.A.F. would withdraw completely from the airlift during the year and next year all four satellite stations would be supplied by a commercial carrier. This would involve arrangements for the use of the airfields at Thule and Alert by commercial aircraft.

34. (e) Exercise Frontier Assault

A winter warfare exercise "Frontier Assault" was being carried out in eastern Alaska south of Fairbanks. The 1st Battalion of the Royal 22nd Regiment was taking part as well as some Canadian aircraft. Press reports indicated that the weather was very cold and the snow so deep and drifting that very little contact had been made between the two sides.

35. The Committee noted the items of general interest.

VIII. Other Business

Aeronautical hazards in the North

36. Mr. C.M. Brant referred to the discussion at the last meeting. The Department of Transport had undertaken to report on the matter and the following statement had been prepared:

“A committee of experts has been set up in Air Services of the Department of Transport to consider this question and a decision has been taken to deal with the most serious items first. That which is presenting the greatest difficulty at the moment is the question of broadcasting and television towers in relation to aviation hazard. A draft policy on this point has been prepared and is getting close to final consideration.

With regard to other hazards such as power lines, the difficulty for the last several years has been in the establishment of criteria in which such cases could be measured and regulated.

In the meantime, the Canadian Electrical Association, representing all major power companies, is working very closely with us in an endeavour to reach an agreement on markers to be used on power lines which are satisfactory to the power company from the point of view of weight and windage and to the Department from the point of view of visibility to aviators. We find that the industry are very willing to work with us on this very difficult problem and we are continuing to endeavour to develop satisfactory criteria.

The major power companies continue to clear their overhead lines with us. However, some of the smaller local companies do not consult us. One of the greatest difficulties is temporary operations such as logging companies putting up short term cable. They are unaware of any necessity for caution and we in turn are unaware of their operations.

We have also received very good co-operation from the Department of Public Works who have helped us to control power lines by virtue of their authority under the Navigable Waters Protection Act.

Aviators flying under visual flight rules have a responsibility to keep a sharp look-out and to familiarize themselves with the “Canada Air

Pilot” in which known hazards around published airports are shown. However, as mentioned earlier the visibility of some hazards is a problem.”

37. The Chairman said that, through the committee and co-ordinating responsibilities of the Minister of Indian Affairs and Northern Development for government activities, greater control was possible in the North than elsewhere in Canada. If the Department of Transport considered a useful purpose would be served, procedures could be developed to exercise this control without further legislation or regulations but by agreement in ACND where all the major governmental interests were represented.

38. Mr. Brant said the Department of Transport has received from the secretariat details of possible hazards from power lines in the North, and this material was being examined.

9. The Committee noted the report on aeronautical hazards in the North.

IX. Date of Next Meeting

40. The Committee agreed to meet on Monday, 10 April, in the Conference Room of the Department of Indian Affairs and Northern Development, 14th Floor, Centennial Tower.

G.W. Rowley,
Secretary.

Department of Indian Affairs and Northern Development,
February 20, 1967

71. The seventy-first meeting of the Committee was held on Monday, December 18, 1967, at 2.30 p.m., in the 14th floor Conference Room, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. E.A. Côté, Deputy Minister of Indian Affairs and Northern Development Chairman)

Mr. W.R. Binks, representing the Deputy Minister of Public Works
Commodore F. B. Caldwell, representing the Chief of the Defence Staff
Mr. R.L. Gibbs, representing the Secretary to the Treasury Board
Mr. D.A. McDougal, representing the Deputy Minister of Transport
Mr. W.J. Mulock, representing the Deputy Minister of Defence Production
Mr. C.J. Marshall, representing the Deputy Minister of External Affairs
Mr. W. Petrie, representing the Chairman, Defence Research Board
Dr. H.A. Procter, representing the Deputy Minister of National Health and Welfare
Dr. K. Rasmussen, representing the Deputy Minister of Agriculture

Mr. G.W. Rowley, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. J. R. Atkinson, Department of Indian Affairs & Northern Development
Mr. F.A.G. Carter, Department of Indian Affairs & Northern Development
Mr. E.W. Humphries, Northern Canada Power Commission
Mr. A.D. Hunt, Department of Indian Affairs & Northern Development
Mr. L.A.C.O. Hunt, Department of Indian Affairs & Northern Development

Not Represented:

The Secretary to the Cabinet
The Chairman, Canadian Section Permanent Joint Board on Defence
The President, National Research Council
Deputy Minister, Department of Fisheries

I. Administration of Crown Lands

(Secretary's memorandum, Document N.D.443, distributed July 31, 1967).

The Chairman explained the purpose of amending the regulations governing Crown lands in the Yukon, especially in the Whitehorse Area. Land transfers would be speeded up, and the City of Whitehorse would gain a wider tax base. If any legislation were involved the committee would have an opportunity to review it.

Mr. D. A. McDougal pointed out the necessity to define the shore line of the Yukon River at Whitehorse in the transfer documents.

The Committee noted the report and approved it in principle.

II. Townsite Development, Anvil Mining Corporation.

(Secretary's memorandum N.D.445, distributed October 27, 1967).

The Chairman stated that an agreement between the Commissioner and Anvil Mining Corporation covering the development of Anvil Townsite had been prepared but not signed. The Corporation's consultants had produced a report on the preliminary town layout and site location. When the agreement was signed and the concept of the plan approved, the Commissioner would have to seek legislative approval to enter into a financial agreement with the Federal Government to borrow funds to enable the Territorial Government to develop the townsite. This was somewhat similar to the procedure adapted for the Pine Point townsite development.

Dr. H. A. Procter asked whether a hospital was included in the plan, who would finance it, and with whom the Department of Health and Welfare should deal.

Mr. A. D. Hunt explained the evolution of the concept of an "open town" with an elected municipal council. In the initial stages the Commissioner would be the authority, and he would appoint a representative "in situ" as soon as feasible.

The Chairman said co-ordination among the interested Federal departments would be required and it was hoped the committee would have any opportunity to see and comment upon the plans.

The Committee noted the progress on the development of a townsite at Anvil.

III. Relations with Eskimos

(Secretary's memorandum, Document N.D. 438 distributed Feb. 17, 1967).

The Chairman said the new proposals represented a change in emphasis brought about by more than a decade of close association with Eskimos and the thinking which motivated the "Bill of Rights".

Commodore F. B. Caldwell stated that D.N.D. would have no difficulty in following the new guidelines.

Mr. McDougal saw no objection to the new proposals insofar as the more sophisticated northern communities were concerned, but thought they would not necessarily be satisfactory in remote communities.

Dr. Procter envisaged problems where contract employees were involved. A high incidence of V.D. had occurred in some areas. Organizations, companies etc. who brought in employees, must have some means of controlling their activities.

The Chairman appreciated some of the problems involved. While certain organizations would continue to maintain regulations governing conduct between different classes of their employees, the Government of Canada would be open to criticism should their regulations governing Eskimos not be amended in accordance with law. The new guidelines were simply in line with the law as it now stands.

The Committee approved the new guidelines.

IV. Yukon Interdepartmental Advisory Committee

(Secretary's memorandum, Document N.D. 442).

The Committee noted that two meetings of the advisory committee had been held in Whitehorse under the chairmanship of the Commissioner.

Mr. McDougal agreed that the name of the Committee should include the word "co-ordinating" as in "Interdepartmental Advisory Co-ordinating Committee", and requested further information about "the appointment of government officials in smaller Yukon communities".

Mr. R.L. Gibbs wanted assurance that matters which could not be settled at the local level would be referred to A.C.N.D.

The Chairman noted that this procedure was agreed when the Committee was established.

V. Haines Road

(Secretary's memorandum, Document N.D.439, distributed April 14, 1967).

This committee noted the Canadian agreement to keep the Haines road open during the winter.

VI. Northern Sea Route

(Secretary's memorandum, Document N.D. 440, distributed April 17, 1967).

Mr. McDougal pointed out that under existing legislation, there would appear to be no controls regulating the use of Canadian Arctic waters to ships of foreign registry.

Mr. Hunt stated that now an intensive search for oil in the north under Pan Arctic sponsorship, should be anticipated. This could involve chartering foreign registry vessels including those of Soviet registry.

The Chairman believed special regulations might be needed to apply to ships of foreign registry in Canadian Arctic Territorial waters.

Mr. D. A. McDougal suggested that External Affairs, D.N.D., D.O.T. and other interested departments would wish to review this question.

The Committee agreed that the Secretary should arrange for the discussion of this question between the departments concerned.

VII. Government Activities in the North – 1966

(Secretary's memorandum, Document N.D.441, distributed September 1967).

The Committee noted the report on Government activities in the north – 1966.

VIII. Plaisted Polar Expedition

(Secretary's memorandum, Document N.D. 444 distributed Sept. 29, 1967, Secretary's memorandum, Document N.D. 447 distributed Nov. 15, 1967, and Secretary's memorandum, Document N.D. 451 distributed at the meeting).

The Chairman reported that Mr. Plaisted intended to try again one month earlier than last year and use more powerful skidoos. Last year's unsuccessful attempt to reach the pole was financially successful for C.B.S., the sponsors. Book rights had been sold to Readers Digest. As soon as the details of the new attempt by Plaisted were received they would be circulated.

Commodore Caldwell gave some details with respect to the British Trans-Arctic Expedition, and the air drops to be made by R.C.A.F. It would appear that this expedition hardly came under Canadian jurisdiction since its point of departure was Point Barrow, Alaska and its destination Spitzbergen.

The Chairman discussed the problems raised by the third trans-Arctic Expedition, headed by an Australian, Mr. D. Humphreys. This expedition had the financial support of N.B.C. but the details of the expedition had only been received after the expedition had arrived in Resolute Bay. There were many unanswered questions, and it now transpired that the expedition might, if it successfully reached the Pole, continue on to make landfall in Siberia. Because of these complications and other unresolved problems the Chairman, having discussed the matter at length with the Commissioner of the Northwest Territories, had denied a licence to this expedition, until it could show evidence of having complied with the regulations approved by the A.C.N.D. at its 69th meeting.

Mr. C. J. Marshall concurred that international problems would arise if this expedition were to arrive in Siberia without prior clearance and permission.

Commodore Caldwell agreed that logistic arrangements and proper precautions in case of rescue operations must be completed well in advance so that those issuing the required permits had assurances that all possible contingencies had been covered.

The Chairman stated that, subject to the approval of the Committee, the Secretary would be instructed to draw up additional amendments to the existing regulations and to circulate these to the members of the original sub-committee for comment. The committee would have an opportunity to discuss them at its next meeting.

The Committee noted the reports on the expedition and approved the proposal of the Chairman for amending the regulations governing expeditions in the Polar basin.

IX. The Soviet North – Economic Aspects

(Secretary's memorandum Document N.D.446, distributed Sept. 1967)

The Committee noted the report on economic aspects of the Soviet north.

X. Hovercraft Trials

(Secretary's memorandum, 1 Dec., Document N.D.448, distributed 1967).

The Chairman noted that further trials of the Hovercraft were to take place at Churchill, Manitoba, and that a number of departments were participating.

Mr. McDougal reported that D.O.T. had decided to purchase an SRN-5 for use on coastguard patrol in Pacific waters. Under existing legislation, ground effect machines were considered to be aircraft. In fact marine regulations would be more suitable but special legislation covering hovercraft was probably required.

Dr. H. A. Procter wanted to know whether legislation should not be introduced to regulate the operation of skidoos. Mechanical devices such as skidoos, should operate in pairs and carry emergency equipment.

Mr. G.W. Rowley mentioned the Terraplane, a French version of an air cushioned vehicle, that was presently in Canada and might, if satisfactory arrangements could be made, undertake trials in the Fort Smith area.

Commodore F. B. Caldwell indicated that D.N.D. might have an interest in the Terraplane.

The Committee noted the progress being made on the development of air cushioned vehicles for northern use, and asked the Secretary to look into the position regarding the use of self-propelled toboggans.

XI. Allowances and Other Benefits to Soviet Workers

(Secretary's memorandum, Document N.D.449, distributed 1 Dec. 1967).

The Chairman referred to the new northern incentives for workers in the north. Revisions of the northern allowances for the Canadian government employees, agreed by the Isolated Posts Committee, had been submitted to Treasury Board. It was hoped that inequities which had existed between departments would be eliminated. The Committee would have an opportunity to comment on the new regulations at the next meeting.

The Committee noted the report.

XII. Yukon Economic Report

(Secretary's memorandum Document N.D.450, distributed Dec. 7, 1967).

The Chairman reported that a white paper on the political future of the Yukon was to be published. The Minister of Indian Affairs and Northern Development had

announced this in the House. The white paper will be made public before the report on the Yukon Economic Study.

Mr. McDougal agreed that the Yukon Economic Study, would serve a useful purpose, but believed there should be greater emphasis on the mineral and forest resources, and the development of adequate statistical data.

Mr. Hunt assured the Committee that all phases of the Yukon economy would be covered even though these were not specifically covered in the terms of reference.

The Committee noted the report.

XIII. Items of General Interest

(a) Russian Tour of Northern Canada

The Chairman mentioned that the Russian visits were part of a reciprocal programme involving exchange of scientists and it appeared to be working well.

(b) Mr. Marshall pointed out that, in connection with inviting foreign ambassadors accredited to Canada to visit the Canadian north, security clearance takes a little time and therefore advance notice is desirable.

(c) & (d) Mr. Rowley spoke about the two conferences, one in Saskatoon on northern research, and the other in Edmonton, on northern development. They enabled a free exchange of views which resulted in a number of resolutions being passed.

The Chairman briefly mentioned the Pan Arctic Agreement.

Mr. F.A.G. Carter mentioned the decision to commence phase 1 in the redevelopment of Frobisher Bay.

XIV. Other Business

The Chairman took this opportunity to inform the Committee that Mr. G.W. Rowley who had been secretary since 1953, would cease to be secretary from Jan. 1, 1968. The new Secretary to A.C.N.D. would be Mr. L.A.C.O. Hunt.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development.
January 26, 1968.

72. The seventy-second meeting of the Committee was held on Thursday, June 6, 1968, at 2:30 p.m., in the 14th floor Conference Room, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development (Chairman)

Mr. G.S. Barry, representing the Deputy Minister of Energy, Mines, and Resources

Mr. W.R. Binks, representing the Deputy Minister of Public Works
Commodore F.B. Caldwell, representing the Chief of the Defence Staff
Asst. Commissioner H.S. Cooper, representing the Commissioner, R.C.M.P.

Mr. M.J. Deacey, representing the Deputy Minister of Defence Production

Mr. R.A. Fleming, representing the Deputy Minister of Finance

Mr. R.L. Gibbs, representing the Secretary to the Treasury Board

Mr. Marcel Guay, representing the Deputy Minister of Manpower and Immigration

Mr. D.W. Henderson, representing the Secretary to the Cabinet

Dr. N.B. Hutcheon, representing the President, National Research Council

Mr. D.A. McDougal, representing the Deputy Minister of Transport

Mr. J.S. Nutt, representing the Secretary of State for External Affairs

Dr. W. Petrie, representing the Chairman, Defence Research Board

Dr. H.A. Procter, representing the Deputy Minister of National Health and Welfare

Dr. K. Rasmussen, representing the Deputy Minister of Agriculture

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. J.R. Atkinson, Department of Indian Affairs and Northern Development

Mr. F.A.G. Carter, Department of Indian Affairs and Northern Development

Major D.E. Davis, Department of National Defence
Mr. C.D. Fogerty, Department of External Affairs
Mr. J.H. Gordon, Department of Indian Affairs and Northern Development
Mr. Digby Hunt, Department of Indian Affairs and Northern Development
Dr. A.H. McPherson, Science Secretariat, Privy Council
Mr. C.L. Merrill, Department of Indian Affairs and Northern Development
Mr. G.W. Rowley, Department of Indian Affairs and Northern
Development
Chief Superintendent J.R. Steinhauer, R.C.M.P.
Mr. L.J. Villeneuve, Department of External Affairs

Not Represented:

The Chairman, Canadian Section Permanent Joint Board on Defence
Deputy Minister, Department of Fisheries

I. Allowances and Other Benefits to Soviet Workers

(Secretary's memorandum, Document ND-452, distributed March 1, 1968).

The Chairman explained that this document had been circulated for information purposes only; it represented an amplification of a previous document, ND-449, distributed December 1, 1967.

The Committee noted the report.

II. Furthering Employment of Northern Residents in Federal Departments and Agencies

(Secretary's memorandum, Document ND-453, distributed March 15, 1968).

The Chairman explained that the document had been circulated as a follow-up to document ND-431. If approved, it would enable departments operating in the north to draw on a pool of apprentice positions to ensure that local northern residents had an opportunity to learn a basic skill and thus become eligible to fill a position in the north.

Mr. D.A. McDougal pointed out that many positions in the D.O.T. required high technical qualifications. While the Department of Transport concurred in the philosophy of this document, the Department could not

sacrifice qualifications, in order to employ local residents.

Dr. H.A. Procter said, many positions in the Department of National Health and Welfare required specialized skills, but he looked forward to increased employment of northern residents as educational opportunities expanded in the north.

Mr. W.R. Binks stated that the Department of Public Works agreed with the recommendations outlined in the document, and believed that the second recommendation would go a long way towards enabling departments to accelerate training of those at present unskilled or semi-skilled.

Mr. G.S. Barry pointed out that the majority of the positions available in the Department of Energy, Mines, and Resources, required a minimum of a university degree. Many of those employed on a seasonal basis were students using their summer jobs to acquire material for their theses.

Mr. M. Guay said that the Department of Manpower and Immigration was responsible for the occupational training of adults, but they had only one office in the N.W.T. at Yellowknife, where they had staff difficulties. They had a working arrangement with Indian Affairs and Northern Development.

The Chairman pointed out that federal contracts contained a clause specifying the use of local labour where possible, but contractors must have some degree of latitude so that they can import labour when skills are not available locally. The effectiveness of this clause might be enhanced by departmental field representatives working closely with the contractor.

The Committee recommended that:

- (1) approval be given to the various methods of training outlined in document ND-453 and departments will avail themselves of the opportunities offered, and
- (2) the Department of Indian Affairs and Northern Development propose to Treasury Board a pool of apprenticeship positions under the administration from which operating departments in the north can draw upon as required, on the understanding that salaries required for apprentices would be absorbed by the employing department while all other expenses would be absorbed by the Department of Indian Affairs and Northern Development.

III. Yukon Transportation Study

(Secretary's memorandum, Document ND-454, distributed March 21, 1968).

The Chairman noted that this report summarized a more comprehensive study conducted by Travacon Research Ltd. It had been circulated for information only.

Mr. McDougal stated that the Department of Transport was most interested in this study and that it would be examined closely.

The Committee noted the report.

IV. D.O.T. Northern Weather Stations

(Secretary's memorandum, Document ND-455, distributed March 21, 1968).

Mr. McDougal explained that the Department of Transport had requested the circulation of this document. There had been occasions in the past when expensive relocations had taken place because of the lack of proper co-ordination in settlement planning.

The Committee noted the report.

V. Proposal to Establish an "Ad Hoc" Committee on Construction

(Secretary's memorandum, Document ND-456, distributed May 24, 1968).

The Chairman noted that the Sub-Committee on Construction had recommended its dissolution, and the co-ordinating function for a large portion of the federal building program in the Territories was being dealt with by a committee in Edmonton. However, the sub-committee had other terms of reference which could not be overlooked and this concerned the broad technological and scientific review of northern construction, methods and materials. Furthermore, the Edmonton committee confined its operations to a Department of Public Works' region, which did not cover all the N.W.T. Perhaps a further sub-committee for the co-ordination of federal construction in Arctic Quebec and the Franklin District of the N.W.T. was needed.

Dr. N.B. Hutcheon said the suggested "ad hoc" committee and the proposed terms of reference were of special interest to the Building Research

Division of the National Research Council.

The Chairman explained that Dr. R.F. Legget, of N.R.C., had consented to chair such a committee and if the proposal were acceptable, departments would be requested to designate their representatives.

Mr. McDougal stated that the Department of Transport supported the proposals; but this committee should give consideration to establishing a co-ordinating committee on construction for the Eastern Arctic and Arctic Quebec.

Dr. Procter stated that the proposals were satisfactory to the Department of National Health and Welfare.

The Chairman noted that the Committee accepted the proposal to establish (a) an "ad hoc" sub-committee to study the scientific and technological aspects of northern construction; (b) that the committee in Edmonton would maintain liaison with A.C.N.D. through the Secretary; and (c) a co-ordinating committee for the Eastern Arctic be established and the departments concerned be requested to nominate their representatives to both committees.

VI. Search and Rescue Procedures

(Secretary's memorandum, Document ND-457, distributed May 8, 1968).

The Chairman explained that because of certain administrative problems which arose last winter in connection with the rescue of two Eskimos from an ice floe in Hudson Bay, the Department of National Health and Welfare had suggested this paper, as a means of ensuring a full knowledge of the procedures for search and rescue.

The Secretary noted that since the paper had been circulated, some changes in terminology would be necessary because of the Canadian Forces Reorganization Act, which came into force on February 1st, 1968.

Commodore F.B. Caldwell stated the document was acceptable to the Department of National Defence with the appropriate changes in terminology.

Dr. Procter agreed that this was a useful document.

Mr. McDougal said the document reflects the views of the Department of Transport.

The Committee noted the report and instructed the Secretary to reissue it with the changes required as a result of the reorganization of the Armed Forces.

VII. Sub-Committee Report on Ground Effect Machines

(Secretary's memorandum, Document ND-458, distributed May 3, 1968).

The Chairman explained that the trials of the Hovercraft SRN 6 at Churchill completed the work of the sub-committee. The D.O.T. Interdepartmental Committee on Air Cushion Vehicles had taken over any further responsibilities for developing this form of transport.

Mr. McDougal stated that the Department of Transport had now taken delivery of an SRN 6 and it would be used on the West Coast as part of the Coast Guard service and given extensive trials.

Mr. G.W. Rowley mentioned the French version of an Air Cushion Vehicle, i.e. the Bertin terraplane which interested departments wanted to test. A suitable location to hold field trials was being negotiated; tests would also be conducted at the L.E.T.E. proving grounds near Ottawa.

The Committee noted and approved the sub-committee's report on Ground Effect Machines.

VIII. Canada and E.C.E.

(Secretary's memorandum, ND-459, distributed May 10, 1968).

The Chairman explained that this document had been circulated at the request of the Department of External Affairs. Some departments had already forwarded their comments, but an expression of opinion from the Committee would enable External Affairs to judge the issue other than in a political context. In brief, what were the options open to Canada in participating with E.C.E. on scientific matters involving the Arctic.

Mr. J.S. Nutt said that the U.S. had first raised this subject with External Affairs. Should Canada agree to participate, an official invitation would probably result. At some point it might be appropriate to seek Cabinet approval. However, External Affairs could foresee advantages by establishing additional links with Europe. On the other hand, existing bilateral relations, such as those with the U.S.S.R., might be eroded.

Mr. McDougal said insofar as the Department of Transport was concerned

meteorology was already covered by Canada's membership in the W.M.O. Similar co-operation also existed in oceanography through membership in the International Oceanographic Commission.

Mr. Barry believed that exchange of information on northern resources was the subject of a sub-committee of U.N.E.S.C.O. It was undesirable to duplicate or complicate existing international arrangements. Dr. Roots had some reservations and mentioned in particular the U.N.E.S.C.O. conference on resource planning for the Biosphere which would meet in September. One aspect of this conference would deal with "Northern High Latitude Regions".

Commodore Caldwell accepted the principle of information exchange of this kind, but questioned whether Canada's participation in E.C.E. could lead to pressure for information involving sensitive areas of the north and continental defense.

Mr. Nutt said the U.S. would hold the same security views as Canada. In seeking an objective response to the U.S., it might be advisable to set down the advantages and disadvantages of this proposal.

The Chairman said, while the response was generally favourable, a small "ad hoc" committee consisting of representatives from External Affairs, D.N.D., D.O.T., R.C.M. Police, might look into all facets of this problem. Mr. J.H. Gordon as Chairman, and Mr. G.W. Rowley would represent the Department of Indian Affairs and Northern Development.

The Committee approved the establishment of an "ad hoc" committee under the chairmanship of Mr. J.H. Gordon to study in depth the question of Canada's participation in E.C.E.

IX. Expeditions to the Polar Basin

(Secretary's memorandum, Document ND-460, distributed May 10, 1968).

The Secretary explained that at the 71st meeting of the Committee, he had been instructed to amend and revise the regulations approved at the 69th meeting, concerning expeditions to the Polar Basin. These amendments were set down with relevant comments from those departments who had a slightly dissenting viewpoint. It was now necessary to consolidate them into a firm document.

Mr. Digby Hunt mentioned licences were issued for mineral exploration

work in the Polar Basin, and any conflict in regulations should be avoided.

The Chairman suggested a clause by clause reading.

Section (a) approved as in the original text.

Section (b) approved with addition of new paragraph.

Section (c) approved with new amendment submitted by Dr. Procter which now reads:-

“Evidence must be provided to satisfy the Department of National Health and Welfare that each member of the expedition is in satisfactory physical condition. This would include a report of complete medical examination, including the report of a psychiatric examination and dental examination, chest x-ray, and in the case of any member over 35 years of age a recent electrocardiogram. These reports should be forwarded to Northern Health Service, Department of National Health and Welfare, Ottawa, sufficiently in advance to allow for appraisal and the submission of additional information if this is considered advisable.”

Section (d) approved as in original text.

Section (e) approved as in original text.

Section (f) approved as in original text.

Section (g) with respect to the objections of Department of National Defence the approved section (g) now reads:-

“The sponsorship of financial and other support for any expedition must be clearly detailed and set out. In the case of all expeditions, adequate evidence must be produced of prearranged and prefinanced contracts with reliable commercial operators for en route supply and emergency flights, as may be required.”

Section (h) approved but the words “or Legation” be omitted. There are no foreign legations in Ottawa.

Procedures

Section (a) approved. The suggested amendment proposed by Department of National Defence was not accepted.

Section (b) approved as in the original text.

Section (c) approved as in the original text.

Section (d) not approved as now considered irrelevant.

The Committee approved the changes in the regulations on expeditions to the Polar Basin and the Secretary was instructed to issue a new document incorporating the approved amendments.

X. Application of Canadian Taxes on D.E.W. Line Support

(Secretary's memorandum, Document ND-461, distributed May 17, 1968).

The Chairman explained that an impost of 15.25% was payable to the Department of Revenue for all or any goods purchased from D.E.W. Line sources.

The Committee noted the document.

XI. Items of Interest

(a) Panarctic

Mr. Digby Hunt reported, the present sphere of activity in the Marie Bay area of Melville Island. The past months had been devoted to organizing massive logistic support, which was proceeding with the co-operation of D.O.T. Some of this co-operation involved the trials of the Alexbow, one of which will be fitted to a barge and tested during the summer off the coast of Melville Island. Panarctic was undertaking an extensive seismic survey of Melville Island, using heli-lift drills and portable camps. It was hoped to commence drilling next winter. Because of the interest in this venture, members were invited to attend a seminar on Thursday, June 27, in this Conference Room, where officials from Panarctic would brief government officials of this project.

(b) Soviet Shipping in Canadian Waters (SECRET)

Mr. Nutt gave a resumé of the "ad hoc" committee which had met to consider this problem. One of the conclusions concerned the reaction of the U.S. to the proposal. The U.S. reply now received was as follows:-

"Following is text of aidememoire received from office of CDN Affairs relating to use of Soviet shipping in CDN Arctic. Text

begins:

The Dept. of State has given consideration to the CDN Embassy note verbale of May 17/68 concerning the possible use of a Soviet icebreaker or of Soviet ore carriers in exploiting ore deposits in the vicinity of Coppermine, N.W.T.

Passage of such vessels through USA Territorial seas along the coast of Alaska would presumably constitute innocent passage, which is protected under international law. While the USA is concerned over certain security aspects of the travel of a Soviet vessel along the northern coast of Alaska and the northern coast of CDA to Coppermine, and would, therefore, desire that necessary precautions be taken, the grounds for concern do not/not appear sufficient to justify preventing passage of the vessel through the waters in question.

The Dept. considers that under international law USA vessels are entitled to equivalent privileges in Soviet Territorial seas. While there have been difficulties in the past over attempted transits by USA vessels through Soviet-claimed Territorial seas, the Dept. considers that these difficulties do not/not at this time suggest the advisability of placing an obstacle to the passage of the Soviet vessels.

The Dept. of State believes that the security interests of the two countries in the area in question are such that continued consultation on this subject is desirable as the CDN Govt. reaches its decision. Text ends.”

Mr. Nutt did not think this constituted a satisfactory reply, particularly since a further exchange of information occurred as recently as June 5 and 6, and the following represents conversations on the same subject with officers of External Affairs and Captain Pullen and Mr. Austin on behalf of the Murray Watts group.

“At Mr. Marshall’s request I contacted Capt. Pullen in the evening of June 5 to enquire about the status of this proposal. Capt. Pullen informed me that as far as he was concerned, as the shipping consultant for the Murray Watts group, the issue was stillborn and he assumed that the suggestion that a technical group would visit the Soviet Union in the near future, as suggested in Moscow’s recent telegram, was based on old and outdated

information.¹⁸⁹

I had occasion, however, to speak to Mr. Pullen again later that evening and in the interim he had had some conversation with both Murray Watts and Mr. Austin and was able to tell me that the position was in fact more complex than he had earlier indicated. He undertook to clarify the situation further June 6 with both Mr. Watts and Mr. Austin and to advise me of the situation prior to noon.

2. Shortly after noon I received a call on a conference line from Mr. Austin with the other party on the line being Capt. Pullen. Mr. Austin introduced the subject with references to his prior correspondence with Mr. Laing and Mr. Martin and his former position with the Department of Northern Affairs and Natural Resources. There were three essential points of information that he wished to convey to me which represented new information, he thought, for the government.

(a) In early May, Capt. Mayarov, captain of the Soviet Steamship "Orienburg", but also flag captain of the Soviet Far East Steamship Co., had called on him in Vancouver to discuss the possibility of a Soviet bid on the transportation of ore to Japan. The main subjects discussed were route and tonnage requirements, and Mayarov seemed to be approaching the question with some enthusiasm and took the view that a visit by a Soviet ice-breaker to navigate the route, with air reconnaissance by Canada, was the most evident requirement but it would be useful to have an exchange of delegations in advance of 2 or 3 specialists.

(b) The Soviet Commercial Counsellor, Tchentchikovsky, had been informed by Austin of this approach by Mayarov and also that it would take some time to discuss the matter fully with the Canadian Government. Nevertheless, Austin proposed to Tchentchikovsky an exchange of delegations with a 15th of May deadline for resolution of the points to be visited in the Soviet

¹⁸⁹ *Editors' Note:* No paragraph is in the minutes lists a "1" paragraph.

Union. On the 18th or 19th of May Tchentchikovsky informed Austin with the regrets of the whole Embassy that no response had been received and Austin is still awaiting a response.

- (c) Robert Annabel, described as a solid Canadian citizen, who has had considerable dealings with Soviet steamship freight agencies in shipping of logs from the West Coast to Japan, has recently been appointed as the agent for the Soviet Far East Steamship Co. and his current visit to Moscow is intended to pursue further the promotion of Soviet participation in the Coppermine project in discussions with Sovfracht. He is expected to return to Canada shortly, and while there is some realization on Austin's part that the commercial advantages of using Soviet ships may be limited, he is awaiting Annabel's report to see what degree of interest the Soviet side is maintaining in this proposal.

3. In frank terms I outlined some of the difficulties in this proposal for the Canadian Government and Austin clearly already had an appreciation of the security problems. I expressed concern if Annabel was likely to enter into any firm commitments with the Soviets with respect to this proposal, but Mr. Austin assured me that Mr. Annabel's business in the Soviet Union is in his capacity as the agent for the Soviet Far East Steamship Co. and that, while he is probably "promoting like hell", he has no authority to enter into commitments on behalf of the Murray Watts group. However, Annabel is well respected by Sovfracht and has in fact made them a lot of money, according to Austin, so his interest in the Coppermine venture will likely be seriously received in the USSR.

4. Finally Mr. Austin, again with references to his connections with Mr. Laing and Mr. Martin, said that he was quite aware of the security problems and it was his primary objective to obtain the lowest rate for transportation from Coppermine consistent with the security problems.

5. During the conversation, Mr. Austin expressed some knowledge of the visit by the Inco group to Norilsk last year and was of the

opinion that visits to Norilsk constituted no problem. Norilsk, Tiksi, Vladivostok and Moscow were mentioned by him as the places that he had asked to visit in the Soviet Union. I informed him that the first three places on his list were all closed areas and visits to them were negotiated only with extreme difficulty. I suggested that if there was a continued interest by his group in visiting the Soviet Union for technological purposes the services of the Canadian Embassy in Moscow were, in our experience, more likely to obtain the desired results. He expressed appreciation for this and said he may be in touch with us further on this aspect.

6. Throughout the conversation I had on several occasions suggested that it would be desirable if Mr. Austin could visit Ottawa to discuss the full range of the problems with the interested government officials. He said he was indeed anxious to do this because he wanted to ensure that the security aspects and the commercial aspects were appraised in a suitable qualitative manner. However, he suggested that it would be more useful to visit Ottawa when Mr. Annabel returns and he said he would contact me directly about arrangements. He said that he would like to bring Mr. Annabel along with him but I asked to be able to take that aspect under advisement if Mr. Annabel was coming in his capacity for the Soviet Far East Steamship Co.”

Asst. Commissioner H.S. Cooper stated that the R.C.M. Police has had trouble with Capt. Mayarov.

Mr. Digby Hunt said some preliminary feasibility studies on the most economic means of moving ore from Coppermine had indicated that shipping via the Arctic Ocean was not necessarily the most economical course.

Mr. Rowley said a representative from the Danish Shipping Lines and Capt. Pullen would be aboard the C.C.G.S. Camsell around Alaska to Coronation Gulf.

The Chairman stated that he did not think that the commercial advantages warrant the compromise of the security involved. He suggested that the Committee go on record and introduced the following resolution:-

“That this Committee sees no advantages in permitting Russian icebreakers or commercial vessels to move through Canadian Arctic Territorial waters to Coronation Gulf.”

The Committee approved the resolution, for the guidance of the representatives from External Affairs and the information of the Secretary of State for External Affairs.

(END OF SECRET ITEM)

(c) Satellite Communications

The Chairman stated that the white paper issued by the Department of Industry was good news for the north. The establishment of TV would help to eliminate the feeling of isolation.

Mr. Rowley gave some of the technical details on how satellites would improve northern communications.

(d) Alert, N.W.T.

The Secretary reported on the recent interdepartmental meeting at which D.N.D. outlined its purpose. Briefly, consideration was now being given to make the D.N.D. installation at Alert a permanent one. Other departments were invited to state their requirements, if any, so that in the planning stages, a co-ordinated approach to its development would be attempted. In addition, D.N.D. wished to reserve an area of 50 sq. miles, which would restrict scientific exploration and development. The Department of Indian Affairs and Northern Development had received this application but had refrained from processing it, on the grounds that all departments with an interest in this area should have an opportunity to state their objections.

(e) Discussion on Arctic Transportation Problems

Mr. Rowley referred to two current studies: the first by the Arctic Institute of North America who have been trying to raise funds for a comprehensive study of northern transportation and to this end had requested a meeting of representatives of departments, where they could be fully briefed. Secondly, there would be a meeting in Ottawa on June 11, between representatives of the U.S. Coast Guard and representatives of the Federal Government interested in northern transportation problems to exchange views.

(f) Radar Stations Closing

The Secretary reported on the closing down of the radar facilities of three Pine Tree stations, Cartwright, Hopedale in Labrador, and St. Anthony's in Newfoundland. Pending a review of the military requirements, the communications' facilities will remain operative.

XII. Other Business

(a) Oil Exploration on the Alaska Coast

Mr. Rowley reported on a major discovery of oil by Atlantic Richfield at Prudhoe Bay 300 miles west of the Mackenzie Delta on the Alaskan coast. The well was producing 1200 barrels per day, which was large by American standards.

Mr. Digby Hunt pointed out that this discovery was in a most favourable geological formation which could be traced east to the Mackenzie Delta and northeast to the area under exploration by Panarctic. It was welcome news.

(b) Anvil Townsite Progress

Dr. Procter asked about the latest on Anvil townsite.

The Chairman said that discussions on the townsite plan were currently being held in Vancouver with members of the Anvil Company, the Commissioner of the Yukon, and officials of the Department of Indian Affairs and Northern Development. If the plan was acceptable, the Commissioner would request the Legislative Council of the Yukon Territory to hold a special session to pass an ordinance which would empower the Commissioner to borrow funds from the Federal Government in order to implement the townsite plan. The money borrowed would be refundable by the sale of lots.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development.
June 18, 1968.

73. The seventy-third meeting of the Committee was held on Thursday, December 19, 1968, at 2:30 p.m., in the 14th floor Conference Room, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development (Chairman)
Dr. C.M. Isbister, Deputy Minister of Energy, Mines and Resources
Mr. G.A. Scott, A/Deputy Minister, Department of Transport
Dr. R.D. Howland, Chairman, National Energy Board
Mr. W.M. Gilchrist, President, Northern Transportation Co. Ltd.

Mr. W.R. Binks, representing the Deputy Minister of Public Works
Commodore F.B. Caldwell, representing the Chief of the Defence Staff
Mr. M.J. Colpitts, representing the Deputy Minister of Industry, Trade and Commerce
Mr. S.A. Gitterman, representing the President, Central Mortgage and Housing Corporation
Dr. N.B. Hutcheon, representing the President, National Research Council
Mr. J.G. Hutchison, representing the Deputy Minister of Fisheries
Mr. J.L. Fry, representing the Secretary, Treasury Board
Mr. A.M. Pennie, representing the Chairman, Defence Research Board
Dr. K. Rasmussen, representing the Deputy Minister of Agriculture
Mr. D.H.W. Kirkwood, representing the Under-Secretary of State for External Affairs
Mr. G. Taylor, representing the Deputy Minister of Finance
Mr. D.J. Reynolds, representing the Canadian Transport Commission
C/Supt. J.L. Vachon, representing the Commission, Royal Canadian Mounted Police

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. J.B. Bergevin, Department of Indian Affairs and Northern Development
Miss M. Dunbar, Defence Research Board
Lt. Col. R.E. Cross, Department of National Defence

Mr. J.H. Gordon, Department of Indian Affairs and Northern Development
Mr. A.D. Hunt, Department of Indian Affairs and Northern Development
Mr. L.H.J. Legault, Department of External Affairs
Mr. T.A. Harwood, Defence Research Board
Col. R.E. Hogarth, Department of National Defence
Mr. J. Jenkins, National Energy Board
Mr. D.A. McDougal, Department of Transport
Dr. E.F. Roots, Department of Energy, Mines and Resources
Mr. C.L. Merrill, Department of Indian Affairs and Northern Development
Mr. W.D. Mills, Department of Indian Affairs and Northern Development
Mr. A.H.G. Storrs, Department of Transport
Mr. L.J. Villeneuve, Department of External Affairs
Dr. H. Woodward, Department of Indian Affairs and Northern Development
Development
Dr. T. Wise, Department of Indian Affairs and Northern Development
Mr. A.B. Yates, Department of Indian Affairs and Northern Development

Not Represented:

The Deputy Minister, Department of National Health and Welfare
The Chairman, Canadian Section, Permanent Joint Board on Defence
The Secretary to the Cabinet

The Chairman proposed to commence the proceedings with Item VIII on the agenda. Agreed.

I. The Development of Potential Oil Reserves in the Arctic and Canada's Involvement through the Northwest Passage and Canadian Sovereignty over Arctic Waters

(Secretary's memoranda, Documents ND-469 and 470, distributed December 10, 1968).

The Chairman reviewed the background material and suggested that the most likely means of moving arctic oil to southern markets would be by pipeline, but this did not rule out other methods including the transportation by oil tanker through the Northwest Passage. The use of very large tankers could substantially change the whole navigation pattern in the Arctic. Either method would have important implications for Canada. A pipeline would have significance in serving other oil producing areas which might be discovered and the huge Arctic area now under active

exploration lends weight to the arguments in favour of pipelines. The development of a navigable northern sea route would benefit the Canadian economy and be a spur to northern development. The impact of the discovery of oil at Prudhoe Bay in Alaska pointed the need for hydrographic and other support services in the Arctic, and if Canada does not undertake these measures it is likely that others will. The Chairman then stated that the Cabinet had approved the formation of a co-ordinating committee and an official announcement to this effect would be made shortly. Representation on the committee would include Dr. C.S. Isbister, Deputy Minister of Energy, Mines and Resources, as chairman, Dr. R.D. Howland, Chairman of the National Energy Board and Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development, as members. Thus the position paper drawn up by the Secretary, ND-470, while it outlines the general picture has been caught up by events and therefore its recommendations have become inappropriate. The co-ordinating committee authorized by Cabinet will undertake the co-ordination of those departments represented and would, where required, call upon other departments.

Mr. G.A. Scott said the Department of Transport had responsibilities in the area and would be involved in accelerated or new programs. The immediate concern was the marine aspects on which Mr. Storrs would report.

Mr. A.H.G. Storrs said there was much interest in D.O.T. in the possibility of large tankers operating in northern waters and ice. The Department of Transport had no disagreement with the premise that a large tanker might operate effectively in the north. The icebreakers operated by D.O.T. were not suitable to support the very large tankers and such a probe might have to be made without icebreaker support. The question of the feasibility of operating ships in the arctic in winter had not yet been determined. Observations on operating conditions were limited to the summer season of relatively open water and even then to the relatively easy routes. This data confirmed the technical feasibility for operation in Amundsen Gulf and Victoria Strait. On other areas, such as the polar pack in the Beaufort Sea, and in Viscount Melville Sound, there was insufficient data to appraise technical feasibility. There was still the question of whether the large ship would be economic when operated in ice.

The first step was to accumulate information to answer questions as to the feasibility of operating ships more widely in the arctic and to indicate the dimensions and nature of the department's involvement.

The accumulation of information was already underway in Transport, with

some of the gaps being filled. Air ice reconnaissance may be diverted, in part, from the St. Lawrence region to the arctic. In the event that oil companies proceed with tanker shipments in the arctic, D.O.T. will be required to provide route charts and navigational aids. The navigational aids in use in the arctic today serve only the relatively easy routes that are employed, restricted to the open water period of long daylight hours. A much more sophisticated system of navigational aids would be required to serve an expanded shipping operation in the arctic because new routes would require surveying and marking and the markers would have to be readable by night as well as by day.

There might be a requirement for area support such as icebreaker rescue service for support of large vessels in trouble. This kind of service could be expensive and might be jointly provided by the U.S. and Canada.

Commodore F.B. Caldwell pointed out that D.N.D. was involved in northern planning for defence measures and search and rescue operations, and would have an interest in plans for marine shipping in the north.

Mr. A.M. Pennie said the Defence Research Board was studying ice movements and could participate in technical discussions with the planning groups. Any agencies from the U.S.A. that might become involved in the question of increased shipping in the arctic would be certain to be influenced by defence considerations.

Mr. L.H.J. Legault pointed out that since Canadian sovereignty had not been firmly established in northern waters, it was in Canada's interest to consider the question of measures that might be undertaken to facilitate navigation there.

The Chairman emphasized that sovereignty was an important matter, and for that reason the committee was giving early consideration to the implications of the oil discovery at Prudhoe Bay. There was the question of how Canada should treat the suggestion of oil tanker operation in the N.W. Passage. Should it be treated as a premature suggestion, or did Canada have any choice but to proceed with developing information and facilities for increased navigation? The committee consisting of the D.M.'s of E.M.R., I.A.N.D. and the Chairman of the National Energy Board, was responsible for looking into the feasibility of a pipeline. A pipeline built to carry oil from Prudhoe Bay following the Mackenzie route would have special significance to Canada since it would traverse a large area geologically favourable to the occurrence of oil deposits.

Mr. Legault stated that if Canada was to protect its claim to the channels of

the Arctic archipelago as Canadian internal waters a token effort by the Canadian Government might not be enough for this purpose. Although undoubtedly sound our claim was not irrefutably established and has not been recognized by the United States. In the circumstances it was necessary for Canada to proceed very carefully. Under international law, the fact that navigation in a particular area of the sea was possible only because of the aids provided by the coastal state was an important element, among others, in establishing and proving that state's claim to sovereignty over the area. Conversely, if a foreign state opened and made use of the sea route without reference to or real assistance from the coastal state, a presumption might arise that the area in question was part of the high seas.

Mr. A.D. Hunt reported that Dr. Van Steenburgh, representing Atlantic Richfield had been in touch with him, and had inquired about the government's plans for surveys in the area. Dr. Van Steenburgh implied that if Canada did not carry out the required surveys the work might be undertaken by the U.S.A.

Mr. Storrs pointed out that in addition to the special attention focussed by the oil potential in northern Alaska and in the Mackenzie Delta, there was a general interest in the Northwest Passage.

Mr. Legault briefly noted that several Memoranda to Cabinet on the law of the sea had been prepared and had been approved by a number of ministers, recommending inter alia that straight base lines not be drawn in contentious areas. He added that some thought was being given at the ministerial level to the possibility of creating exclusive fishing zones in certain areas but that it did not appear that this would affect the position regarding the waters of the Arctic archipelago.

Dr. C.M. Isbister said the east and west coast areas had been discussed at meetings of ministers. The issue regarding northern waters would be raised and departments should be ready with an evaluation and advice. Some ministers had already shown interest in the matter of sovereignty in the arctic.

The Chairman said the view held in his department was that if commercial development did proceed, Canada should provide such support services as might be required. He invited comment from the representatives from Treasury Board and Finance.

Mr. J.L. Fry pointed out that no special consideration had been given to providing funds for increased activity in the north and that the financial arrangements for any changes in program or new programs in north could

only be considered within the context of departmental program funds and the limitations that have been assigned. Treasury Board would be advised of the situation developing as discussed by the committee.

Dr. Isbister noted that over the passage of time there would be more and more cases where countries would redefine the boundaries of inland waters. Besides, there is no certainty that Canada would win if taken to the International Court of Justice. We might have to consider the implications as it affected Canada in this instance by virtue of Article 5 of the Geneva Convention. A good case can be made for the right of innocent passage, in this instance.

The Chairman agreed that clarification was necessary notwithstanding the de facto occupancy of the Arctic. The Chairman then suggested that a consensus was emerging which indicated that Canada had little choice in refusing service or providing the basic infrastructure and that Canadian national interest dictated a Canadian initiative in this whole matter.

The Committee noted the report and took notice of the revised Committee as approved by the Cabinet.

(Secretary's Note - a copy of the terms of reference of the Task Force is attached).

II. The Committee noted the following reports already issued.

- (a) Government Activities in the North - 1967 - Document ND-462
- (b) Resume of Meeting Between Representatives of the Canadian And U.S. Governments to Exchange Views on Arctic Transportation - Document ND-463
- (c) Expeditions to the Polar Basin - Document ND-465

The Secretary confirmed that a British expedition to the North Pole headed by Dr. H.W. Simpson, and his wife and explorer Roger Tufft, would be leaving Ellesmere Island late February. The expedition appeared to be well planned and financially sound and came within the guidelines set out by the Committee.

- (d) Ground Effect Machines - Document ND-466
- (e) Special Research Bureau (Formerly J.I.B. Report) - Document ND-467
- (f) The Future of Alert - Document ND-468

The Secretary reported that the Department of National Defence has reported that the negotiations between them and other departments have reached a point where any conflict of interest has been or is about to be resolved.

(g) Canada and E.C.E. - Document ND-472

This document was withdrawn.

(h) Arctic Institute of North America

(Secretary's memorandum, Document ND-471, distributed December 16, 1968).

The Chairman referred to Document ND-471, setting out details of the federal government's support to the Arctic Institute and the need for more co-ordination among the departments and agencies of the federal government regarding support of the Institute and its programs. The Institute was in receipt of a substantial financial support from the federal government and there seemed to be good reason for the contributing departments to consult on the overall federal support of the program. There was some indication that the Institute was "shopping around" for departmental research funds. Dr. Hutchins agreed that the substantial funds provided to the Institute through N.R.C. and I.A.N.D. should be co-ordinated. Miscellaneous studies were supported at a level of \$80,000 by N.R.C., in addition to the basic support grant of \$120,000. N.R.C. would welcome an opportunity to meet with I.A.N.D. to effect greater co-ordination in the grants program.

Mr. Gilchrist mentioned that he was serving as a member of the financial committee for the Arctic Institute of North America and could therefore indicate its financial situation. The Institute was facing real difficulty to the point where its substance was affected. He urged that the Committee meet as quickly as possible to decide what the basic position of the government should be. The Committee should determine, on behalf of the federal government, the purpose served by the Institute and how well served. If the Institute were to remain viable, substantial financial support would have to come from government.

Dr. Isbister said he and his colleagues in Energy, Mines and Resources were sympathetic to the Institute in facing the problem described by Mr. Gilchrist and favoured the suggestion that a committee look into the problem of co-ordinating the government's grant support. It would be useful if the committee could indicate how the funding could be shared by

departments.

Mr. S.A. Gitterman mentioned that the Arctic Institute had applied to C.M.H.C. for funds to support a conference on architectural and town planning for northern communities. The application was under consideration.

Mr. Pennie said Defence Research Board was sympathetic and had supported the work of the Institute, both with funds and in kind, and would expect to participate in the work of the Committee.

It was agreed that a special "ad hoc" committee be established to examine and define the role played by the Arctic Institute of North America as it affected or is of interest to federal departments with responsibilities in the north. The objective would be to determine the desirability and the level of financial support to the Institute by the several federal departments collectively.

The Chairman asked the Secretary, Mr. L.A.C.O. Hunt, to chair the committee on which there should be representation from N.R.C., E.M.R., I.A.N.D., T.B., and D.R.B.

III. Items of Interest

(a) Bertin Terraplane

The Secretary explained that the trials on this machine at L.E.T.E. proving grounds had not produced the desired results and as a result, the sub-committee had recommended no further action on the part of the Government of Canada, pending modifications to the machine which would be the responsibility of the Bertin company.

b) Progress Report (Panarctic Oil)

Mr. A.D. Hunt gave the following report.

"Panarctic Oils Summary of 1968 Operations"

(1) Establishment of base camps with airstrips at:

(a) Winter Harbour

(b) Marie Bay - NW Melville Island

(c) Sherard Bay - on Sabine Peninsula

- (d) Rea Point - East shore Melville Island
- (2) Seismic and gravity-metric surveys between March and October
 - about 690 miles of seismic line
 - 1592 gravity stations observed - all on N.W. Melville, Sabine Peninsula and Emerald Isle
- (3) Geological surface mapping June to September
 - On Bathurst Island and Grinnell Peninsula by J.C. Sproule & Associates
- (4) Stockpiling of fuel and drilling supplies on Melville Island
 - (1) Fuel and drilling supplies at Rea Point
 - (2) Fuel at Sherard Bay
 - (3) Fuel at Resolute Bay

Proposed Operations for 1969

- (1) Geological field surface and Gravity Meter Survey
 - Fosheim Peninsula
 - Melville, Cameron and Somerset Islands
- (2) Geophysical Program
 - seismic about 700 miles of line
 - on Ellef Ringnes, Amund Ringnes and Fosheim Peninsula
- (3) Drilling of three wells in 1969
- (4) Rig mobilization
 - the movement of one rig by air from Yellowknife to Melville Island
 - the movement of a second rig from Kirkland Lake to Melville Island

- the movement of a slim hole rig from Edmonton to Melville Island”

(c) Fifth National Northern Conference

The Secretary informed the Committee that the Fifth National Northern Conference will be held at the MacDonald Hotel, Edmonton, Wednesday, Thursday and Friday, 4, 5, and 6 November, 1970. The theme of the Conference will be “Oil and Northern Development”. The Chairman of the Executive Committee will be Stanley A. Milner.

(d) Air Route Frobisher to Greenland

The Secretary explained that this proposal originates from the Canadian Ambassador to Denmark, who visited Greenland officially last summer. The Ambassador states, “I was told that many people in Greenland, both individual Greenlanders and government officials, would be able to visit northern Canada. Greenlanders are naturally interested in what goes on in northern Canada where their racial and linguistic cousins live. They would like to encourage visits to Greenland of Eskimos and others living in Canada...None of this is possible in the absence of a direct scheduled passenger air service between a place in Greenland (presumably Strømfjord) and the nearest appropriate place in Canada (presumably Frobisher Bay).... Those who spoke to me on this subject fully realized, as I do, that airline companies approach such problems in business terms and that it might not at present be worthwhile.... Some of those who spoke to me wondered whether the Canadian government might consider subsidizing such a service in the interests of the development of closer relations between the Canadian north and Greenland.”

The Committee noted these reports but decided not to discuss them.

IV. Other Business

Extension of Air Services in the North

(Secretary’s memorandum, Document ND-473, distributed at the meeting).

The Secretary explained that the Department of National Defence had requested this matter to be brought before the committee. Briefly the Canadian Transport Commission had granted (10 October, 1968) to certain carriers licences to operate scheduled services to five D.E.W. sites. Under existing terms of agreement with the U.S.A., clearance is required

from U.S.A.F. before commercial carriers can be permitted to use D.E.W. strips. Other arrangements must be made for logistical support.

Commodore Caldwell spoke in support of D.N.D. and requested a consensus from the committee to enable the Terms of Agreement (5 May, 1955) which govern the D.E.W. sites including the airstrips, to be properly observed. The alternative was to turn over to the Department of Transport these airstrips to be managed by them.

Mr. Scott did not think at this time such arrangements could be made due to staff cutbacks, lack of funds and perhaps the absence of a clear cut policy with respect to the take over of additional airfields in the Arctic.

Dr. Roots explained that two D.E.W. sites - Hall Beach and Tuktoyaktuk - were both subject to increasing non-military traffic and demand for services at these airfields was becoming acute. The Department of Energy, Mines and Resources had a field program in the Beaufort Sea area that would generate air traffic to Tuktoyaktuk for several years, thus placing still more pressure of use on this D.E.W. airfield.

Mr. A.D. Hunt mentioned the increase in oil exploration in this area (Beaufort Sea) and he agreed that air traffic to Tuktoyaktuk will inevitably increase considerably.

Mr. T.A. Harwood said that this problem had existed for some time. The granting of licences recently by the Canadian Transport Commission had finally brought the matter into the open.

The Chairman stated that this discussion had been useful but it appeared it was one which should be resolved between the Department of National Defence and the Canadian Transport Commission. The arguments used at this discussion could lend weight to this dialogue.

The Committee noted the discussion and it was agreed that the Department of National Defence would take the action suggested.

L.A.C.O. Hunt,
Secretary.

Attachment.

Department of Indian Affairs and Northern Development.
January 22, 1969.

Task Force on Northern Oil Development

Terms of Reference

The significant oil discovery early in 1968 at Prudhoe Bay on the Alaskan North Slope, with an indicated 5 to 10 billion barrel reserve, and the subsequent oil industry activity in Alaska and adjacent areas in Canada have major implications for the Canadian oil industry, the oil supply-demand pattern in North America and possibly abroad, and for the overall development of northern Canada. Such far-reaching implications require attention in the context of many aspects of Canadian economic policy including resource development and administration, transportation, market development, and export trade. There are also matters of external relations to consider, including questions of sovereignty in northern waters and negotiations concerning the possibilities of pipeline transportation facilities from Alaska to the northern States via Canada. Furthermore, the considerable involvement at the federal government level will require close attention to studies now underway in industry to assess the feasibility of various proposals for transportation and marketing of northern oil. The federal involvement in northern oil development is further intensified through participation in the Panarctic project.

Because of the importance of current northern oil developments and the widespread national and international ramifications, a meeting of departments and agencies most directly concerned concluded that federal government involvement in appraisal and policy studies is best co-ordinated through a Task Force. Accordingly, a Task Force chaired by the Deputy Minister of Energy, Mines and Resources and including the Chairman of the National Energy Board and the Deputy Minister of the Department of Indian Affairs and Northern Development had been established. The existence of this Task Force, of course, will not interfere with normal liaison between these agencies and industry. The program carried out under the direction of the Task Force will concern itself with the following areas of study:

1. Technical and economic feasibility of a pipeline from Prudhoe Bay eastward to Canadian territory and southward via a Canadian route to U.S. markets, viewed in relation to various transportation possibilities.
2. Technical and economic feasibility of marine transportation of northern oil through a "Northwest Passage".
3. Market possibilities for northern oil: an appraisal of possible outlets for Prudhoe Bay oil and oil found in other northern areas of Alaska and Canada, and an

assessment of these possibilities in relation to North American oil supply and demand. This study will give attention to the possible impact of northern oil development on Canada's present oil industry.

4. The Canadian Government position relative to transportation and marketing proposals with particular reference to the benefits and costs to the economy at large arising from the several alternatives for northern oil transportation and marketing. This analysis, flowing from the other studies, would constitute the basis for recommendations of the Task Force as to the role of the Canadian Government and as to its negotiating position with the United States Government and with individual companies.

The Task Force program, organized in terms of the studies noted above, will involve participation of the following departments and agencies in one or more of the studies, and also of any other departments and agencies that can contribute information and advice:

Defence Research Board
Energy, Mines and Resources
External Affairs
Finance
Indian Affairs and Northern Development
Industry, Trade and Commerce
National Energy Board
National Research Council
Northern Transportation Company
Transport

Responsibility for the studies of the Task Force program is designated as follows, with the first-named agency in each case carrying the primary responsibility and leadership for that particular study and ensuring involvement during the study of the other agencies named.

1. Pipeline feasibility study - National Energy Board, Indian Affairs and Northern Development, Energy, Mines and Resources, with National Research Council as required for scientific and technical advice.
2. Marine feasibility study - Energy, Mines and Resources, Indian Affairs and Northern Development, National Energy Board, Transport, and Northern Transportation Company.
3. Market possibilities for northern oil - National Energy Board, Energy, Mines and Resources, Indian Affairs and Northern Development.

4. The Canadian Government position - Energy, Mines and Resources, National Energy Board, Indian Affairs and Northern Development, External Affairs, and Industry, Trade and Commerce.

The Task Force program as a whole will be co-ordinated by the Department of Energy, Mines and Resources.

December 19, 1968

74. The seventy-fourth meeting of the Committee was held on Thursday, June 26, 1969, at 2:30 p.m., in the 14th floor Conference Room Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development (Chairman)

Mr. B. Bain, representing the Deputy Minister of Finance

Mr. J.A. Beesley, representing the Under-Secretary of State for External Affairs

Mr. R.T.B. Harvey, representing the Secretary to the Cabinet

Supt. A. Huget, representing the Commissioner, Royal Canadian Mounted Police

Dr. N.B. Hutcheon, representing the President, National Research Council

Col. K.W. Macdonald, representing the Chief of the Defence Staff

Mr. D.A. McDougal, representing the Deputy Minister of Transport

Mr. R.J. Ollett, representing the Deputy Minister of Energy, Mines and Resources

Mr. A.M. Pennie, representing the Chairman, Defence Research Board

Dr. H.A. Procter, representing the Deputy Minister of National Health and Welfare

Dr. K. Rasmussen, representing the Deputy Minister of Agriculture

Mr. G.T. Raymer, representing the Secretary of the Treasury Board

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. S.L. Abrahams, Department of External Affairs

Mr. D.A. Davidson, Department of Indian Affairs and Northern Development

Mr. G. Douglas, Department of Indian Affairs and Northern Development

Mr. R.S. Fillion, Department of Finance

Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

Mr. T.A. Harwood, Defence Research Board

Mr. G.H. Johnston, National Research Council

Mr. G.Y. Loughead, Department of National Defence
Mr. J.W. McFarlane, Department of Energy, Mines and Resources
Mr. R.R. McLeod, Department of Indian Affairs and Northern
Development
Mr. C.L. Merrill, Department of Indian Affairs and Northern Development
Major W.G. Munroe, Department of National Defence
Mr. A. Stevenson, Department of Indian Affairs and Northern Development
Mr. E.R. Weick, Department of Indian Affairs and Northern Development

Not Represented:

The Deputy Minister, Department of Public Works
The Chairman, Canadian Section, Permanent Joint Board on Defence

The Chairman expressed his regrets to the members and departmental representatives but owing to circumstances beyond his control he would have to turn the meeting over to the Secretary.

The Chairman, ad interim, then proposed to discuss Item IV on the agenda.

IV. Request for Assistance at D.E.W. Line Sites

(Secretary's memorandum, Document ND-478, distributed 6 June, 1969).

The Chairman, a.i., briefly explained the substance of this Document and asked the representatives from D.N.D. to elaborate.

Mr. G.Y. Loughead explained that D.N.D. had been forced to bring this matter to the Committee, as the demands now being made on the contractor who operated the D.E.W. sites on behalf of the U.S.A.F. were out of all proportion to any service which could be provided. The contractor had always allowed a certain latitude in dealing with those concerns who made demands. However, there was a limit to what could be done and individuals and companies who seem to expect as a matter of right that facilities should be made available would now have to consider the alternatives. Mr. Loughead wanted it understood that the conditions which prevailed a few years ago no longer existed. Whereas in the past the casual visitor, or the occasional aircraft, could and did receive services from D.E.W. line sources, the D.E.W. line authorities were under no obligation to do so. The Document circulated quotes the relevant clause of the Canada/U.S. Exchange of Notes. Now the traffic had increased to such

proportions, compounded also by the Canadian Transport Commission granting licences to existing airlines to enable them to extend farther north. The irony of this move was a decision made no doubt in good faith by the Canadian Transport Commission, to allow certain carriers to terminate their routes at D.E.W. airstrips. As we know, D.E.W. airstrips are not under Canadian jurisdiction and the question arises whether Canada should consider the action that now needs to be taken not only to bring some of the key airstrips under Canadian jurisdiction but also the measures and thus the infrastructure to provide accommodation, P.O.L. supplies and in certain cases hangar facilities. Federal Electric had always maintained a quantity of Avgas for its own purposes, but new aircraft which may utilize these strips could well be turboprop or even jet and thus Avgas would be supplanted by jet fuel.

Mr. Loughhead went on to point out that many of the carriers demanding services at D.E.W. sites were in fact acting under contract to several Federal departments. Much of the increased tempo in northern activity could be traced directly to Federal policies. Therefore, a satisfactory solution to this problem was of importance not only to private entrepreneurs but to Federal departments. As from July 1st, the Federal Electric Corporation had been awarded the contract to operate the D.E.W. line for a further three years, that is until 30 June, 1972. No one at this time could envisage what would happen beyond this date, but one thing was sure, the need for the airstrips in northern development was obvious. The question is, how and who should be operating them and providing the services required?

Mr. D.A. McDougal pointed out that even if D.O.T. took over some of the airstrips, they were not bound to deal with services such as accommodation, fuel, etc. He recommended an interdepartmental working group to study the problem.

Mr. A.M. Pennie asked whether an interdepartmental group as suggested would be acceptable to the Department of Transport in view of its responsibilities vis-a-vis services.

Mr. McDougal replied that the D.O.T. would welcome an independent approach but suggested the sub-committee should contain both D.O.T. and Canadian Transport Commission representatives.

Mr. Pennie thought that consultation with the carriers should be considered.

Mr. S.L. Abrahams raised the matter of timing and the sub-committee recommendations.

Mr. Loughead believed the sub-committee should address itself to advance planning for 1970 and beyond. The sub-committee should consider the question of D.E.W. support in its broadest context, including all services.

Dr. H.A. Procter indicated that where chartered aircraft were involved in bringing out patients and they were forced to use D.E.W. facilities, there were obvious difficulties and he welcomed a serious attempt to help resolve the problem which often meant stopovers at D.E.W. sites.

The Chairman, a.i., indicated that a further problem was included in Document ND-478, that was the air traffic control problem at Bar 3, Tuktoyaktuk.

Mr. McDougal explained that the D.O.T. were aware of the situation, and as far as he knew, the air traffic control problem at Tuktoyaktuk had not reached the point where it could meet the D.O.T. criteria which would result in a control tower and traffic control operators.

The Chairman, a.i., in summing up stated that a consensus seemed to exist whereby an "ad hoc" committee be established to study the problems raised in Document ND-478, that the terms of reference should include a study of D.E.W. airstrips and to establish which, in order of priority, should revert to Canadian operation, and what minimum facilities including P.O.L. supplies must be provided to meet the increased volume of traffic and to recommend a reasonable and workable solution to the problems raised in Document ND-478.

The Committee having considered the report recommended that an "ad hoc" sub-committee be established to include a chairman from the Department of Indian Affairs and Northern Development and representation from the Departments of Transport, Energy, Mines and Resources, National Defence, and also to invite, where necessary, representatives from the Department of Telecommunications and the Canadian Transport Commission.

Mr. Loughead indicated that the Department of National Defence would undertake to keep External Affairs informed of any aspects of the discussions which may be of interest to them and in particular anything which affects the status of the agreements between Canada and the U.S.A.¹⁹⁰

¹⁹⁰ *Editors' Note:* this paragraph did not appear in the original minutes, but was later added via an addendum. See: LAC, RG 22 vol 1247 file S 87-3-1 A pt 9.

III. Frobisher Bay Centre

(Secretary's memorandum, Document ND-476, distributed 26 March, 1969).

The Chairman, a.i., noted that this Document had been circulated and departments had been invited to advise if additional space was required.

According to present requirements, departments and agencies had indicated their requirements thus:-

| | | |
|-------------------------|------|-------------|
| I.A.N.D. | 9000 | square feet |
| N.H.&W. | 400 | " " |
| Public Works | 400 | " " |
| Territorial Govt. | 400 | " " |
| R.C.M.P. | 760 | " " |
| N.C.P.C. | 560 | " " |
| Cdn. Nat. Telegraphs | 400 | " " |
| Bell Telephone | 2400 | " " |

Mr. G. Douglas stated that the Post Office had requested 1500 sq. ft. and that the unallotted space now amounted to 2500 sq. ft.

The Chairman, a.i., stated that in view of the demands being made 172 family unit accommodation may be insufficient, and additional units may have to be built. He suggested that departments and agencies review their requirements and as the Department of Indian Affairs and Northern Development was the co-ordinating department, all further requests for space and/or family units should be addressed to Mr. Allen of the Technical Services Branch.

Supt. A. Huger thought it likely that the R.C.M.P. would require additional space of a temporary nature pending the construction of a subdivision office to be built in the new development area.

The Committee noted the report and agreed to review its space requirements in Frobisher Bay.

II. Report on the “Ad Hoc” Committee on Northern Construction

(Secretary’s memorandum, Document ND-475, distributed 26 February, 1969).

The Chairman, a.i., noted that the Chairman of the “ad hoc” committee was unavoidably absent. However, departments had had sufficient time to read the report and consider its recommendations.

The Committee noted the report and agreed to the following recommendations:-

- (i) That a new sub-committee on construction be established.
- (ii) That its terms of reference be clearly defined and approved by the A.C.N.D.
- (iii) That a co-ordination committee be established in Montreal under the chairmanship of the Regional Director, D.P.W., Montreal, to co-ordinate federal construction in that region.

The Committee also noted two further recommendations, but decided to postpone agreement pending further discussions with Dr. R.F. Legget as both recommendations involved additional costs and therefore a submission to Treasury Board. No decision could be made as to where the secretariat should be located and which department or agency would absorb the costs of an illustrative annual entitled “Building in the North”.

The Secretary was instructed to discuss these recommendations with the Chairman of the now defunct “ad hoc” committee and report back to the A.C.N.D.

I. Munro Para-Pole Expedition

(Secretary’s memorandum, Document ND-474, distributed 14 February, 1969).

The Chairman, a.i., stated that a jump had been accomplished at 150 miles south of the Pole and the expedition considered itself a success.

The Committee noted the report.

V. Atlas of the N.W.T. and Yukon Territory

(Secretary’s memorandum, Document ND-479, distributed 14 May, 1969).

The Chairman, a.i., briefly described this Atlas, a new publication which has been distributed to members, and suggested that additional copies were available. At the same time, the Chairman, a.i., drew attention to a publication in four volumes entitled "Northern Settlements" which had also been distributed. Both publications were excellent reference material.

The Committee noted the report.

VI. Items of General Interest

(a) Progress Report on Committee to Consider Arctic Institute of North America

(Secretary's memorandum, Document ND-471, presented 73rd meeting A.C.N.D., 19 December, 1968).

The Chairman, a.i., reported that the Committee had had two meetings -- one in Ottawa and one at Montreal -- with the Board of Governors A.I.N.A. The report should be available at the next A.C.N.D. meeting.

(b) Conference on Production and Conservation Problems in Northern Circumpolar Lands

The Chairman, a.i., informed the meeting that the Conference on Production and Conservation Problems in Northern Circumpolar Lands would be held in Edmonton, Alberta, on October 15, 16, and 17.

(c) Manhattan Project

The Chairman, a.i., indicated that the S.S. "Manhattan" should be ready to sail July 15-25. Capt. T. Pullen, RCN (retired), has been appointed to represent Canada on the Manhattan. Among other duties he is charged with ensuring that the laws pertaining to game, harassment by aircraft of polar bears and other mammals, defacement of archaeological sites, etc., are scrupulously observed. He will act as co-ordinator in case of marine disaster, should search and rescue operations become necessary.

Should the probe of the S.S. "Manhattan" prove successful the oil company concerned has indicated that to move 500,000 barrels of crude oil per day it would take 13 tankers of 250,000 tons dead weight each making 9 voyages of 37 days.

Mr. Beesley reported that as directed by the PM studies were underway in External Affairs and in a number of other departments on the pros and cons and legal basis of the claim by Canada to the waters of the Arctic

archipelago as internal waters. The Interdepartmental Committee on Territorial Waters had given consideration to various aspects of the Manhattan project, and was satisfied that it would not jeopardize Canada's claim. The line being taken was that the project did not raise any issue as to the status of the waters as it was a joint venture in which Canada and the USA were co-operating. This was the position outlined by the PM in the House and subsequently incorporated into an aide-memoire handed to the USA. Nonetheless it was recognized that the project gives clear evidence that it will be necessary for Canada to resolve the dispute over the Arctic waters before regular traffic through the North West Passage becomes a fact. This problem was the main subject of the studies underway. Consideration was being given, for example, to the possibility of Canada claiming a 12-mile territorial sea (without abandoning the internal waters claim) which would have the effect of making a part of the North West Passage Canadian territorial waters, and would provide Canada with the necessary security (and oil pollution) jurisdiction and control. This possibility would be discussed in the near future for the second time by the Interdepartmental Committee on Territorial Waters.¹⁹¹

(d) Symposium on Winter Construction

The Chairman, a.i., informed the meeting of a Symposium on Winter Construction, to be held in Edmonton, Alberta, on February 3-7, 1970.

(e) Establishment of an Eskimo Language School

The Chairman, a.i., informed the meeting of a proposal to establish an Eskimo Language School. The student body primarily will be composed of Area Administrators, teachers and Development Officers, presently employed in the Arctic and Mackenzie District. At a later date, invitations will be extended to other departments and the Territorial Government to participate.

(f) C.C.-7 Hovercraft Trials, Tuktoyaktuk

The Chairman, a.i., gave the following report.

"The C.C.-7, an amphibious air cushion vehicle capable of carrying ten persons, or up to 3000 lbs. of freight, will be in the Mackenzie Delta area July 28 - August 6, 1969. The craft is in Canada for the

¹⁹¹ *Editors' Note:* this paragraph did not appear in the original minutes, but was later added via an addendum. See: LAC, RG 22 vol 1247 file S 87-3-1 A pt 9.

period May 14 - August 19, for trials and demonstrations, sponsored by the manufacturer, Britten-Norman of the Isle of Wight, the British Ministry of Technology and the Canadian Department of Transport. A number of government and other agencies will have the opportunity to observe the C.C.-7 carry out a series of tasks. The Canadian itinerary includes operation at Montreal, the Lower St. Lawrence, Ottawa, the Upper St. Lawrence, the Mackenzie Delta and the West Coast of Vancouver. Wherever possible, the craft will undertake real or simulated work assignments.

In the Mackenzie the craft will be used in support of surveys conducted by the Polar Continental Shelf Project of E.M.&R., near Tuktoyaktuk. The Canadian Petroleum Association, and I.A.N.D., have suggested tasks or exercises to evaluate the comparative effect on tundra, of traffic by the C.C.-7 and other available vehicles. An evaluation of the practicality of operating over relatively flat coastal terrain, without a prepared roadway, and navigation problems involved, may be attempted. Demonstrations will be held at Inuvik where representatives of companies engaged in oil exploration will be present.

The C.C.-7 program in Canada is co-ordinated by Hoverwork of Canada Ltd., Ottawa.”

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development.
July 21, 1969.

The seventy-fifth meeting of the Committee was held on Friday, January 9, 1970, at 2:00 p.m., in the 14th floor Conference Room, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. J.A. MacDonald, Deputy Minister of Indian Affairs and Northern Development (Chairman)
Mr. B.H. Robinson, Deputy Under Secretary of State for External Affairs and Deputy Minister designate, I.A.N.D.
Mr. J.P. Drolet, A/Deputy Minister, Energy, Mines and Resources
Mr. W. Gilchrist, President, Northern Transportation Co. Ltd.
Mr. A.E. Gottlieb, Deputy Minister, Department of Communications
Mr. H.W. Hignett, President, Central Mortgage and Housing Corp.
Dr. L.J. L'Heureux, Chairman, Defence Research Board
Mr. A.W.H. Needler, Deputy Minister, Department of Fisheries and Forestry
Mr. S.B. Williams, Deputy Minister, Department of Agriculture
Dr. J.C. Arnell, Asst. Deputy Minister, Dept. of National Defence
Mr. R.D. Hiscocks, Vice-President, National Research Council
Mr. J.M. Lowe, General Manager, Northern Canada Power Corp.
Mr. R.A. Jenness, Department of Manpower and Immigration
Mr. D.H.W. Kirkwood, Privy Council Office
Mr. G.T. Raymer, Treasury Board
Mr. R.S. Rettie, Science Secretariat
Mr. Gordon Stead, Asst. Deputy Minister, Department of Transport
Mr. A.M. Swann, Department of Supply and Services
Mr. G. Taylor, Department of Finance
Rear Admiral R.L. Timbrell, representing Chief of the Defence Staff
Mr. H. Walker, Canadian Broadcasting Corporation
A/Comm. E.W. Wiles, Royal Canadian Mounted Police
Mr. G.B. Williams, Asst. Deputy Minister, Department of Public Works

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

Mr. W.E. Armstrong, Department of Fisheries and Forestry
Mr. W.R. Binks, Department of Public Works

Mr. Gilles Bergeron, Department of Communication
Mr. M.C. Crowe, Department of Finance
Mr. R.B. Elver, Department of Energy, Mines and Resources
C/Supt. A. Huget, Royal Canadian Mounted Police
Mr. J.L. Fry, Treasury Board
Dr. T.G. How, Department of Transport
Mr. R.S. Filion, Department of Finance
Mr. L. Montpetit, Northern Transportation Company Ltd.
Mr. A.M. Pennie, Defence Research Board
Mr. C.S. Barry, Department of Energy, Mines and Resources
Mr. C.B. Crawford, National Research Council
Mr. L. Hewson, Department of Transport
Mr. A.D. Hunt, A/Asst. Deputy Minister, Department of Indian Affairs and Northern Development
Mr. A.B. Yates, Department of Indian Affairs and Northern Development
Dr. T. Wise, Department of Indian Affairs and Northern Development
Dr. H. Woodward, Department of Indian Affairs and Northern Development
Mr. E. Weick, Department of Indian Affairs and Northern Development
Mr. C.L. Merrill, Department of Indian Affairs and Northern Development
Mr. C. Hitsman, Department of Indian Affairs and Northern Development.

I. A Strategy for Northern Development

(Secretary's memorandum ND-481, distributed January 5, 1970).

The Chairman took the opportunity to introduce Mr. H.B. Robinson, the Deputy Minister designate of the Department of Indian Affairs and Northern Development who will become his successor as Chairman of the Advisory Committee on Northern Development.

The Chairman then introduced the subject "A Strategy for Northern Development" by pointing out that northern development was not just the concern of one department but it affected the many departments and agencies of the federal government whose responsibilities in some form or another took them in the Territories. One had only to look at the index of the annual publication of the Advisory Committee on Northern Development to note the diverse character of the activities carried on in the Territories by so many departments and agencies. The purpose of this presentation is to expose our view of a northern strategy for preliminary consideration, not necessarily to grapple with the detail, but if general agreement can be reached, it can be turned over to the Co-ordinating

Committee for detailed scrutiny and approval. When it has been returned to this Committee, any changes or modifications recommended by the Co-ordinating Committee will be considered so that we can go to Cabinet for final approval and finally to the various stages of implementation. It is hoped that the role of the Co-ordinating Committee will be to establish positive guidelines by which implementation is possible.

Mr. A.D. Hunt (Chairman of the Co-ordinating Committee) conducted the presentation by slides, and a general commentary on the objectives.

Mr. Hunt traced the historic sequence of events in the gradual development of the Territories, from the traders, through missionaries to the defence era of World War II. He also spoke about the social problems created, and how resources had been developed in response to opportunities. He explained how infrastructure had developed to meet specific demands i.e. Great Slave Lake Railway.

In continuing this presentation, Mr. Hunt assessed the various factors which influence development such as:

I. Geographic

- (a) Vast region - 40% of Canada's land mass.
- (b) small population,
- (c) severe climate,
- (d) large areas of empty land,
- (e) large bodies of water,
- (f) point settlement,
- (g) large resource potential, but unevenly distributed.

II. Background factors - Government programs 1950 to present

- (a) defence activities,
- (b) social programs - subsistence payments - education - health,
- (c) roads, power, airfields,

- (d) incentive programs - prospector's assistance, mineral grants assistance, mine access roads.

Mr. Hunt stressed the need for all agencies working in accordance with an accepted set of objectives, but there has been insufficient inter-agency planning and co-ordination of many important programs.

Some indications of Progress

| | |
|-------------|-------------|
| <u>1950</u> | <u>1968</u> |
|-------------|-------------|

1. Mortality rate (N.W.T.)

| | |
|-------------|-------------|
| <u>1950</u> | <u>1968</u> |
|-------------|-------------|

| | |
|-------------------------|--------------------------|
| 22 per 1,000 population | 6.6 per 1,000 population |
|-------------------------|--------------------------|

2. School enrolment (N.W.T. and Arctic Quebec)

| | |
|-------------|-------------|
| <u>1955</u> | <u>1967</u> |
|-------------|-------------|

| | |
|-------|-------|
| 2,000 | 7,792 |
|-------|-------|

3. Education (Yukon Territory)

| | |
|-------------|-------------|
| <u>1949</u> | <u>1967</u> |
|-------------|-------------|

| | | |
|---------|----|----|
| Schools | 10 | 21 |
|---------|----|----|

| | | |
|----------|----|-----|
| Teachers | 23 | 165 |
|----------|----|-----|

| | | |
|-----------|----|-------|
| Enrolment | 65 | 3,250 |
|-----------|----|-------|

4. Roads (main network Yukon and N.W.T.)

| | |
|---------------|---------------|
| <u>1957-8</u> | <u>1967-8</u> |
|---------------|---------------|

| | |
|-----------|-------------|
| 987 miles | 2,080 miles |
|-----------|-------------|

5. Mineral Production (Yukon and N.W.T.)

| | |
|-------------|-------------|
| <u>1959</u> | <u>1968</u> |
|-------------|-------------|

| | |
|--------------|---------------|
| \$37,418,242 | \$144,813,390 |
|--------------|---------------|

It was pointed out that Federal Government programs have become increasingly diverse and complex, and considering the Canadian economy in toto, Northern Canada is a deficit area in the sense that it consumes more of the nation's resources than it contributes to the national economy.

Finally the Chairman described the methodology to be employed based on the following objectives:

1. To advance the social, economic and political development of the Yukon and Northwest Territories for the benefit of northern residents.
2. To maximize the Territories' contribution to Canada by optimum management and use of northern resources.
3. To maintain Canadian sovereignty throughout the north by effective occupation.

Based on these objectives, there were certain parameters and constraints involved in northern development. These include the definition of Federal and Territorial responsibilities and such inhibiting factors such as climate, small population, high cost transportation, etc.

Then followed a list of possible strategies and how it would effect different regions having full regard for the economic, social and political implications.

There followed a suggested figure for development during the next decade 1971-1980 as follows:-

| | |
|--|-------------------|
| Initial support expenditures for Baffinland | \$40 million |
| Initial support expenditures power development | 30 million |
| Initial support expenditures rail development | 30 million |
| Mobility programs (4,000 families at \$5,000 per family) | 20 million |
| Road and airport development | 100 million |
| Increased expenditures in resource management | <u>30 million</u> |
| Ten year costs | \$250 million |
| Offset possible annual revenues | 100 million |

(Note): All above figures very tentative and should be viewed as additional to normal expenditures by I.A.N.D. and other Federal departments in the northern territories.

The Chairman then opened the meeting to general discussion.

Mr. J.P. Drolet asked what is the assessment of mineral potential in relation to existing survey developments.

The Chairman replied that this was just beginning and all indications were that the mineral potential is great.

Mr. G.B. Williams asked about agricultural development and its potential.

The Chairman indicated that many factors affect agriculture in the North. As technology improves, this could change - the agricultural experimental stations in the Yukon and Northwest Territories were now being phased out.

Dr. J.C. Arnell questioned how sovereignty could be retained when the strategy suggested depopulation in some areas.

Dr. T.F. Wise answered this question by speaking of deferred development which has been indicated on the chart. Economic activity does not necessarily imply large numbers of people. The Panarctic area of development for example, has large capital investment but a small population.

Mr. G.B. Williams observed that the basic thoughts in the paper and the presentation stressed co-ordination to achieve the objectives. Here was a case where the decision making process has to operate. Other departments' northern policies may be at odds with those of the Department of Indian Affairs and Northern Development. It was apparent therefore that discussions would have to take place before budget presentations.

Dr. G. Stead stated that the difference between revenue and expenditures should not be camouflaged by subsidies. For example, the Department of Indian Affairs and Northern Development strategy would suggest that northern transportation funds come from a departmental source.

The Chairman stated that he would not wish to impose overriding programs which would lead to confusion. First, we must obtain federal government agreement with respect to northern development. Secondly, establish objectives and determine how they can be attained. Other departments, when they know the strategy objectives will organize and establish their

programs accordingly. It is hoped that departments will be willing to discuss their northern plans.

Mr. L. Fry expressed certain apprehensions about the plan in general.

The Chairman stated that the plan development would be exposed to all Advisory Committee on Northern Development members for review and consideration.

Dr. Arnell thought that there could arise a difference between objectives and requirements. In other words, those things which must be accomplished immediately and those which are of necessity on a continuing basis.

Mr. Drolet stated that the North was just one region of Canada and there are problems when you concentrate on its development when the revenue is almost nil. We are concerned with mineral resources which are internationally competitive.

The Chairman. I don't believe you can ignore an area which is 40% of Canada's total land mass. Besides, there is sovereignty as well as people to consider, the government must establish a program for development and outline the priorities.

Mr. G.B. Williams the plan appears basically a concept of the Department of Indian Affairs and Northern Development, and if accepted by the Federal Government, it would have to direct departments to put funds into a northern development program to meet the objectives.

The Chairman thanked the Committee for its participation.

I. It was approved that further discussions of the "Strategy for Northern Development" would take place in the Co-ordinating Committee, and after consensus had been arrived at would report back to the main Committee.

II. Other Business

Panarctic Oil

A confidential document distributed at the meeting concerned with further investment by the Crown in Panarctic Oils Ltd.

The Chairman gave a brief summary of the document which included a background history of the Panarctic Oils and its efforts to date in the

Canadian Arctic and the recommendation to provide for the maintenance of the Federal Government's 45% equity by an investment of additional funds.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
February 10, 1970.

**“The Government to Invest a Further \$13.5 Million in Panarctic Oils Ltd.” -
February, 1970**

Introduction

The Honourable Jean Chrétien, Minister of Indian Affairs and Northern Development announced in the House on February 4, 1970 that the Government would invest an additional \$13.5 million in Panarctic Oils Ltd., further to the Government's original investment in the Company of \$9 million made in December, 1967. The Government's further investment will provide for the maintenance of the nation's 45 per cent equity interest in Panarctic.

Organization and Financing of Panarctic

1. Panarctic Oils Ltd. was incorporated under Federal Charter on May 27, 1966 to undertake an exploratory and drilling program in Canada's Arctic Islands. The Company's authorized capital consists of 3,000, 000 six per cent preferred shares with a par value of \$10 each, and 1,000,000 common shares of no par value. The Company's business office is at 703 - 6th Avenue S.W., Calgary 2, Alberta.
2. The initial financing of Panarctic has been undertaken by a consortium of mining and oil companies and individuals together with the Government of Canada. All participants in Panarctic are listed in Table 1. By agreement of December 12, 1967, the Government invested \$9,022,500 in Panarctic and in return obtained 900,000 preference shares and 225,000 common shares, being a 45 per cent equity interest in Panarctic. Members of the Consortium in aggregate put up \$11,027,500 for 55 per cent equity interest.
3. Panarctic gave notice in October, 1969 of a further \$10 million financing permitting the original participants to subscribe in the issue of additional preference shares and common shares prorata to their interest in the initial financing. The Government will subscribe \$4,511,250, and members of the consortium an aggregate \$5,513,750.
4. Panarctic will extend its capitalization in the spring of 1970 to provide additional stock for further financing. Panarctic proposes to give notice in the spring of a further \$20 million financing permitting the original participants to subscribe in the issue of additional preference shares and common shares pro-rata to their equity interest. The Government will subscribe \$9,022,500, and consortium, \$11,027,500. It is not known at this time whether each of the consortium members will subscribe but if any member does not elect to subscribe, or does not elect to subscribe to the

maximum amount permitted, the balance of the shares which are offered to him may be purchased by the other members of the consortium pro-rata to their respective equity interest. It is probable that each member will elect to subscribe the maximum amount.

5. The first three stages of financing will provide Panarctic with \$50,125,000. Decisions in respect to financing beyond the \$50 million will be taken late in 1970.

6. Each consortium member (or member group) may elect one Director to Panarctic's Board. The Government has two Directors on the Board, but may, if it should elect, place nine Directors on the Board. The Directors and officers of Panarctic are listed in Table 2.

7. Transfer of shares of Panarctic to others than the original participants must have Government approval. Thus the Government can regulate ownership and control of Panarctic which currently with the Government's participation is controlled by Canadians and ownership is held in an amount greater than 70 per cent by Canadian residents.

Panarctic's Oil and Gas Rights

1. By various agreements with companies and individuals exceeding 75 in number who hold oil and gas exploratory permits in the Canadian Arctic Islands, Panarctic has obligations and rights to earn interest in lands held by these companies by carrying out exploratory work. Companies, or company groups, or individuals from whom Panarctic has secured 'farmouts' of land, are listed in Table 3. Oil and gas permits which Panarctic has acquired directly from the Government, either by public application or through public sale are included in the more than 50 million acres held by the Company at this time.

2. The percentage interest which may be earned by Panarctic in fulfillment of its exploratory and drilling obligations under each agreement are noted in Table 3 and this interest is expressed as 'net acres' in the last column. If all earning options were exercised by Panarctic it could earn over 39 million net acres, or 79.5 per cent of the land committed.

3. Panarctic has chosen to farmout parts of its land in turn, to other companies upon terms beneficial to Panarctic, whereby the other companies (farmees) will fulfill Panarctic's performance obligations in those parts in return for a fraction of the interest which will thus be earned by Panarctic. In this respect Panarctic recently farmed out 945,000 acres of its various farmouts jointly to Triad Oil Co. Ltd., and B.P. Oil Ltd. These companies

will jointly complete exploratory projects estimated to cost about \$8 million and earn 50 per cent of Panarctic's interest in these lands. Panarctic is also negotiating a farmout with King Resources Inc.

Panarctic's Exploration Program

1. Panarctic's operation commenced in the spring of 1968 with air lifting of fuel, material, equipment and personnel mainly to Melville Island. Operational base camps and air strips over 5,000 feet long were established at Sherard Bay and at Rea Point respectively on northeast and east central Melville Island. A deep water port located near the Rea Point camp was used to unload the ice strengthened cargo ship, Thora Dan in 1969.

2. A helicopter-serviced seismic exploration was conducted in northwest and northeast Melville Island in 1968 - over 676 miles of seismic line were shot. A similar operation was conducted in Loughheed, Edmund Walker, Amund Ringnes, Ellef Ringnes and King Christian Island, in 1969 - over 750 miles of seismic line were shot.

3. Gravity surveys in conjunction with surface geological surveys were conducted in 1968 on Bathurst Island, and in 1969 on Melville, Bathurst Somerset, and Prince of Wales Island and the Fosheim Peninsula of Ellesmere Island.

4. Two drilling rigs, one of 15,000 foot depth capacity, the other of 10,000 feet, were flown to Melville Island by Hercules aircraft in the spring of 1969. The first well, Panarctic Drake Point L-67 was spudded on April 19, 1969. The well encountered gas in possibly three separate zones, blew wild and caught fire - it was abandoned in October, 1969. The drilling rig was skidded 1,200 feet from the original hole and a new well drilled. The new well, Panarctic Drake Point K-67A encountered gas zones at 3,600 and at 4,600 foot depth, the former yielded gas on drill-stem test at flow rate of 10 million cubic feet per day, the latter at 13 million cubic feet per day.

5. The 10,000 feet capacity rig drilled Panarctic Sandy Point L-46 and Panarctic Marie Bay D-02 respectively to 6,895 feet, and 4,175 feet on northwest Melville Island. Both wells were unproductive and are abandoned. The rig is currently stacked at Rea Point awaiting suitable flying weather to permit it to be located in the spring of 1970 to drill Panarctic Towson Point G-63 near Weatherall Bay on the central east coast of Melville Island.

6. A drilling rig left since 1964 on Bathurst Island was refurbished and flown to a site on Hoodoo Dome, south central Ellef Ringnes Island. Panarctic

Hoodoo Dome F-27 spudded on December 20, 1969 and is drilling below 2,000 feet at the end of January, 1970.

7. Panarctic will drill or arrange for the drilling of a probable minimum of fifteen wells, in addition to the four drilled or being drilled. Its drilling program required to earn interest in farmout acreage will be completed by mid-1973. Other good drilling sites located in the course of the extensive seismic program but not evaluated by drilling in the obligatory or option drilling phases which end in mid-1973, will be drilled in subsequent years.

Other Activities in Canada's Arctic

1. Although geologic conditions and structures favourable for the accumulation of oil and gas have been known for more than a decade, to occur in Canada's Arctic Island, less than \$10 million had been spent on exploration in the region, including drilling of three exploratory wells, prior to commencement of Panarctic's operation in 1968.

2. It is estimated that the deep sedimentary basins in Canada's Arctic Islands, Mackenzie Delta and offshore region contain pools which ultimately may produce 50 billion barrels of crude oil, equal to more than 40 per cent of the ultimately potential crude oil reserves of all of Canada's sedimentary basins, which are estimated to hold in total almost 121 billion barrels.

3. The discovery early in 1968 of the rich oil pool at Prudhoe Bay in the North Slope of Alaska has made apparent the potential size of the 'prizes' which may be found in similar geological circumstances in Canada's Mackenzie Delta, Arctic Islands and adjacent offshore. Consequently, vast tracts, even in the deep, ice-covered waters of the Beaufort Sea and inter-island channels are now held under oil and gas exploration permits.

4. At the time of initiation of Panarctic's operation early in 1968, less than 90 million acres were held under oil and gas exploratory permit in the Arctic Islands, Mackenzie Delta and adjacent offshore. Today, more than 250 million acres are held under exploratory permit in this region.

5. Private companies, and company groups bid exploratory performance bonus equivalent to more than \$15 million for five blocks of permits containing 1.2 million acres located in the Beaufort Sea which were offered for tenders on January 31, 1969 by the Department of Northern Development. The bonus average of \$13.00 per acre was the highest ever received by the Federal Government. Probably at least three wells will be drilled in these blocks before December, 1975, to meet the commitments undertaken.

6. IOE Atkinson H-25, located on the mainland coast 35 miles northeast of Tuktoyaktuk, a recent significant oil discovery is immediately south of two of the five offshore work bonus blocks.

7. The Arctic Island - Mackenzie Delta and offshore region will experience a marked increase in exploratory activity in the next five years. Expenditures on exploration in Canada north of 60 latitude were less than \$30 million in 1967, have risen to \$45 million in 1969, and are expected to be over \$75 million annually after 1975 (see Figure 4). Many large land holders are formulating plans to initiate large scale, costly operations this spring and summer.

Discoveries, Transportation and Markets

1. A significant gas discovery has been made at Panarctic Drake Point well, and a significant oil discovery at Imperial Atkinson Point well. The future drilling programs of these companies, and numerous other competing companies in the Canada Arctic Island- Mackenzie River Delta and offshore region is confidently expected to bring about many other discoveries.

2. Extensive multi-million dollar technological investigations and feasibility studies are being conducted on transportation modes suitable to Canada's North, including oil and gas pipelining, ice-breaking tankers, submarine tankers, and Arctic harbour development.

3. The Government's past land disposal policy has given the incentive to exploration companies to venture into the difficult regions of Canada's North. The high risk investments to be made will almost certainly be rewarded by success, the intensive trials of crude oil transportation modes will almost certainly prove these modes to be practical. It can be confidently expected that oil from Arctic Canada will reach North American and foreign offshore markets within the next decade.

[Table 1: Participation and Capital Share Distribution Panarctic Oils Ltd. omitted.]

Table 2

Directors and Officers, Panarctic Oils Ltd.

Directors

R.J. Armstrong, Montreal, Quebec
Vice-President, Cominco Ltd.

F.E. Burnet, Montreal, Quebec
Vice-President, Cominco Ltd.

J.P. Gallagher, Calgary, Alberta
President, Dome Petroleum Limited

C.M. Hinton, Houston, Texas, U.S.A.
President, Barber Oil Corporation

A.D. Hunt, Acting Assistant Deputy
Minister; Department of Indian Affairs
and Northern Development

E.A. Jonas, New York, N.Y., U.S.A.
Vice-President, Thor Dahl Inc.

J.A. MacDonald, Ottawa, Ontario
Deputy Minister, Department of Public
Works

J.W. McBean, Kirkland Lake, Ont.
Vice-President, Bankeno Mines Ltd.
D.C. McGavin, Q.C., Toronto, Ont.
General Solicitor - Canada, The
International Nickel Company of
Canada Limited

H.M. Pickard, Calgary, Alberta
Vice-President, Canadian Pacific
Investments

W.S. Row, Toronto, Ontario
Executive Vice-President, Noranda
Mines Limited

D.K. Seaman, Calgary, Alberta
President, Bow Valley Industries Ltd.

J.M. Taylor, Calgary, Alberta
Vice-President & General Manager,
Canadian Pacific Oil and Gas Limited

J.T. Wanamaker, Montreal, Quebec
General Manager, Cemp Investments
Ltd.

Officers

J.M. Taylor, President
Canadian Pacific Oil & Gas Limited,
Calgary, Alberta.

R.J. Armstrong, Executive Vice-
President,
Cominco Ltd., Montreal, Quebec.

J.M. Godfrey, Vice-President
Dome Petroleum Limited, Calgary,
Alberta.

F.R. Matthews, Q.C., Secretary
MacKimmie, Matthews, Wood, Phillips
& Smith, Calgary, Alberta.

Table 3

Acreage Committed to Panarctic Oils Ltd.

| Farmor | Total Acreage Under Agreements | Percentage to be Earned Under Farmout (Max. Program) | Acres Earned Under Max. Program* |
|------------------------------------|--------------------------------|--|----------------------------------|
| Alminex | 1,986,821 | 85% | 1,688,797.8 |
| Bankeno Mines et al | 1,920,933 | 80% | 1,536,746.4 |
| B. P. Exploration | 3,297,359 | 80% | 2,637,887.2 |
| Canada Southern | 709,135 | 80% | 567,308.0 |
| Canada Southern B. P. Exploration | 62,650 | 80% | 50,120.0 |
| Canada Southern Clark, Skelly | 57,210 | 80% | 45,768.0 |
| Canadian Gridoil | 1,316,546 | 80% | 1,053,236.8 |
| Canadian Homestead | 1,227,652 | 85% | 1,043,504.2 |
| Canadian Industrial Gas & Oil | 822,701 | 85% | 699,295.8 |
| Canadian Montana Gas | 495,397 | 80% | 396,317.6 |
| Chevron Standard | 1,071,598 | 50% | 535,799.0 |
| Cominco & Bankeno | 3,637,781 | 80% | 2,910,224.8 |
| Consumer's Co-op | 1,482,542 | 85% | 1,260,160.7 |
| Dome Petroleum | 2,432,102 | 50% | 1,216,051 |
| Dominion Explorers | 4,030,394 | 75% | 3,022,795.5 |
| Francana Oil & Gas | 1,779,245.5 | 85% | 1,512,358.7 |
| Great Plains | 3,863,359.5 | 50-60% | 2,089,060.1 |
| Kuma Oils | 722,637 | 90% | 650,373.3 |
| Norpet Oil & Gas Ltd. | 449,365 | 85% | 381,960.3 |
| Panarctic Oils Ltd. | 5,494,738 | 100% | 5,494,738 |
| Pembina Pipe Line | 660,983 | 80% | 528,786.4 |
| Petropar Canada | 2,327,186 | 80% | 1,861,748.8 |
| Plains Petroleum et al | 1,303,878 | 85% | 1,108,296.3 |
| Prairie Oil Royalties | 1,526,213 | 77.5% | 1,190,565.1 |
| Wm. R. Sheeky | 85,490.5 | 80% | 68,392.4 |
| B. E. Thouvenelle | 162,633 | 85% | 138,238.0 |
| Trans-Western Oils (Axel-Heiberg) | 25,324 | 80% | 20,259.2 |
| Trans-Western Oils (Ellef Ringnes) | 24,958 | 90% | 22,462.2 |
| Tricetee Group | 3,687,097.5 | 80% | 2,949,675.6 |
| United Canso (Devon-Axel Heiberg) | 1,062,947 | 80% | 850,357.6 |
| United Canso (Somerset) | 1,720,780 | 66-2/3% | 1,147,071.9 |
| Western Minerals | 792,620 | 90% | 713,358 |
| Totals | 50,240,276.0 | -- | 39,391,714.7 |

Total % Acreage Earnable = 79.5% of Acres Farmed Out. * The net acreage shown assumes that all farmout options exercised.

The Oil and Gas Industry and Protection of the Environment in Canada's North

Activities which contribute to the destruction of our environment have become a matter of grave public concern in recent years, as delicate ecological balances are disturbed and in some cases irrevocably destroyed, by the world's spreading technological development.

Particular concern has been felt about the operation of the oil industry, largely as a result of two recent events, which have focussed the world's attention on this industry. The first of these was the Torrey Canyon disaster in which the oil cargo of a wrecked super-tanker threatened the beaches of Britain and France, and the living creatures of the sea shore, and near-shore waters. The second was the escape of oil into the sea off Santa Barbara, California from oil pools breached by drills seeking to win oil from the bed of the ocean.

In Canada, we have been fortunate in having a tradition of law which has enabled us to deal with threatening situations in an orderly way. In addition, we have had the advantage of observing the adverse aspects of resource developments elsewhere in time to take corrective measures in Canada at an earlier stage of development than has been the case in other countries.

This is particularly true in the case of the oil business. At one stage in the development of the industry, a blow-out was an expected and hoped for result of the drilling of any prospective oil well. This was the famous "gusher" which was at one time the symbol of success and sudden wealth in the oil business. Today it is the symbol of ill-luck or bad management in the conduct of drilling and completion operations. The change has been brought about by good management, improvements in equipment and techniques, and conservation regulations aimed at preventing the dangers, waste, and destruction that often resulted before a "gusher" could be brought under control. Luckily, the first pools discovered were shallow, and under low pressure by today's standards, otherwise the cost of the lessons learned from the early operations would have been much higher.

As a result of early lessons, techniques and equipment were developed by prudent and forward-looking elements of the oil industry and in many jurisdictions, the use of these techniques and the required equipment was made mandatory for all operators by the passage of so-called conservation acts and regulations designed to ensure good practices were followed by the minority who might not otherwise have done so. Indeed, it was in connection with this industry that "conservation" first came to have real meaning and a wide practical application. Such regulations have reached what is probably their most advanced form in Canada, possibly because public ownership of oil and gas resources in the country provided governments with a greater incentive to

act, and allowed public opinion to be more effective to forestall reckless practices aimed at quick returns without thought to the protection of the property rights of the nation and the general well-being. Whatever the reasons, Canada has been fortunate in having good example of such legislation. Made pursuant to the Territorial Lands Act in 1961 to replace older Regulations under that Act, they were also made pursuant to the Public Land Grants Act and consequently they apply to all Canada Lands outside of the provinces. They are administered by the Department of Indian Affairs and Northern Development in the Yukon Territory, the Northwest Territories, and Canada Lands under the seacoast waters of the Beaufort Sea, the Arctic Ocean, and the waters between and adjacent to the islands of the Arctic Archipelago, and by the Department of Energy, Mines and Resources in Canada Lands under the waters of the East and West Coasts, Hudson Bay and Hudson Strait.

These Regulations require all licensees to notify the Oil Conservation Engineer before commencing any drilling operations, and to obtain his approval of the program. Adequate casing and blow-out prevention equipment is required to be used, and broad discretion is given to the Conservation Engineer to ensure that proper practices are followed at all times and that only safe and proved equipment is used. To effect this, he may require the replacement or reconditioning of any tubing, casing or equipment, and may order operations to be discontinued until required action is taken. Daily Reports must be made of all operations conducted at all wells prior to and including the day of suspension, completion, or abandonment.

The Regulations make full provision for the prevention of waste, and require precautions to prevent contamination of the environment by drilling fluid, or oil or waste from tank or wells.

If a well becomes a menace to life or property, the Regulations empower the Minister to take over the management and control of the well, and at the expense of the licensee, to take such steps and employ such persons as are necessary to correct the situation.

In the absence of production these regulations were more than adequate, however, in anticipation of production on a large scale, the Oil and Gas Production and Conservation Act was passed by Parliament and given Royal Assent on June 27, 1969. This Act broadens the statutory base for Regulations covering oil and gas in the Yukon and Northwest Territories, and provides for very broad additional powers for the Minister in respect of production and transportation of oil and gas under his jurisdiction. It provides also for an Oil and Gas Committee, under the direction of the Minister, to hold enquiries and hear appeals in connection with oil and gas. A bill is now before Parliament to extend this Act to all Canada Lands Outside the provinces, including those under the jurisdiction of the Minister of Energy, Mines and Resources.

In addition to the special acts and regulations covering the production and conservation of oil and gas, special regulations under the Territorial Lands Act for the preservation of the northern environment are in the final stages of drafting before being presented for the consideration of the Governor in Council. These regulations are drafted to protect Territorial Lands from operations not specifically covered by other legislation. If passed, they will require that permits be obtained by all persons before operations which might be damaging to the environment are conducted on Territorial Lands.

Provisions will be made for reports to be made by the permittee at regular intervals, and for inspections to be made by Departmental staff to ensure that damage is kept to a minimum. These regulations will cover mining exploration as well as oil and gas operations, and in the latter case will cover any operations involving power driven vehicles or other equipment capable of causing significant disturbances to the ground surface.

The seventy-sixth meeting of the Committee was held on Monday, May 11, 1970 at 2:30 p.m., in the 14th floor Conference Room, Centennial Tower Bldg., 400 Laurier Avenue West.

Present

Mr. H.B. Robinson, Deputy Minister, Department of Indian Affairs and Northern Development (Chairman)

Mr. J.A. Beesley, Head, Legal Division, Department of External Affairs

LGen M.R. Dare, V.C.D.S., Department of National Defence

Mr. A.T. Davidson, A/Deputy Minister, Department of Energy, Mines and Resources

Mr. R.S. Filion, Department of Finance

Dr. W.H. Frost, Senior Medical Adviser, Department of National Health and Welfare

Mr. J.L. Fry, Assistant Secretary, Functional Program, Treasury Board

Mr. P.L. Griffiths, Department of Supply and Services

Dr. J.M. Harrison, Chairman, Sub-Committee on Science and Technology, Department of Energy, Mines and Resources

Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

Mr. A.D. Hunt, A/Assistant Deputy Minister, Department of Indian Affairs and Northern Development

Mr. L.H. Legault, Legal Division, Department of External Affairs

Mr. C.L. Merrill, Department of Indian Affairs and Northern Development

Supt. K.J. Parkins, CIB Officer, Royal Canadian Mounted Police

Mr. A.M. Pennie, Deputy Chairman, Operations, Defence Research Board

Mr. R.S. Rettie, Science Advisor, Privy Council Office

Mr. G.W. Rowley, Scientific Advisor, Department of Indian Affairs and Northern Development

Mr. G.A. Scott, Assistant Deputy Minister, Department of Transport

Mr. W.G. Schneider, President, National Research Council

Mr. M. Shensstone, Head of Northern American Defence and NATO Division, Department of External Affairs

Mr. J.M. Shoemaker, Assistant Secretary to Cabinet, Privy Council Office

Dr. D. Schofield, SA/VCDS, Department of National Defence

LCdr A.D. Taylor, Deputy Chief of Plans, Department of National Defence

Mr. G. Taylor, Director, Resource Programs, Department of Finance

Dr. R.J. Uffen, Chief Science Advisor, Privy Council Office

Mr. W.K. Wardroper, Head, Scientific Relations and Environmental Problems, Department of External Affairs
Dr. D.W.G. White, Executive Officer, Department of Energy, Mines and Resources
Mr. G.B. Williams, Assistant Deputy Minister, Department of Public Works
Col R.M. Withers, Commander, Northern Region, Department of National Defence
Mr. A.B. Yates, Director, Northern Economic Development Branch, Department of Indian Affairs and Northern Development

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

The Chairman welcomed the members and mentioned the first two items on the agenda arise from legislation which is going through the House at the present time.

Arctic Waters Pollution Act

Arrangements and Requirements for Implementation - Document ND-483

The Chairman explained that arrangements for implementation of the regulations when they become law would have to be worked out. He asked the committee to consider the establishment of a Working Group.

A discussion centred around the responsibility of a Working Group as the members agreed this was the best method of control and co-ordination - Working Group to -

- contact departments concerned and best equipped to produce material and guidelines;
- produce a paper on guidelines which would aid in the enforcement of regulations;
- produce terms of reference for pollution inspection officers.

The discussion took into account such ancillary matters as, Oil & Gas Regulations, Drilling Regulations, Fisheries, Bonding, liability and inspection, legal aspects - anti pollution standards and navigational standards. The discussion also emphasized the need for closer

interdepartmental relationship in implementing the regulations between the departments of D.O.T., Fisheries & Forestry, E.M.&R., and I.A.& N.D.

General Dare agreed with the establishment of a working group and would want time to sort out D.N.D. responsibility in the Arctic, and the relationship between D.N.D. and other departments.

The Chairman thought the working group should be in contact with Treasury Board and the Privy Council Office as they have an interest and would give guidance on presentation of papers. The papers when finalized should be submitted to A.C.N.D.

Interdepartmental Conference on the Arctic - Document ND-484

Mr. Beesley referred to the speech from the Throne in which it was mentioned that the Government intends to proceed on two fronts - Internationally and Domestically. External Affairs recognized the problems which arise internationally and/or taking unilateral action.

There was a lack of clarity from the U.S.A. regarding ecological balance, pollution and navigational standards. The U.S.A. would be invited to the conference along with potential users and the polar states. The U.S.A. wanted to meet today to draft up a treaty but as the timing was premature they were delayed for a few weeks. The reason for the delay was because clearance was required from the Prime Minister for a conference, main subjects for discussion have to be drafted, terms of reference, timing, location, staffing and hosting to be worked out.

It was agreed that the conference should be a scientific and technical conference and the working group were requested to prepare a position paper covering all the aspects.

Sub-Committee Reports

Coordinating Committee Report by Chairman - Document ND-485

The Committee agreed to the terms of reference for the Coordinating Committee.

The Committee discussed the methods of exchange of minutes, material and documents among the different sub-committees.

The Chairman requested the members to submit any comments they had regarding "Strategy for Northern Development" which had been discussed

in February 1970 and ad hoc meetings held with senior departmental officials.

The Chairman suggested that the working group should prepare a paper on National Objectives for Northern Canada and present it to A.C.N.D for review.

The Chairman tabled the recommendation that the Commissioners of the Yukon and N.W.T. be appointed as members of the A.C.N.D.

The Committee agreed the Commissioners should be invited to be members of A.C.N.D.

Transportation Sub-Committee report by the Chairman

The Committee agreed the Transportation Sub-Committee should report to the Main A.C.N.D. The terms of reference for the Transportation Sub-Committee would be reviewed some time early next year.

Employment of Northern Residents

The Chairman asked the members to submit their views whether the objective of 75% in 1977 was realistic. He also invited views on the means to assess progress, and any other matters of relevance.

Scientific Research Sub-Committee report of Chairman - Document ND-486

Dr. Harrison gave a brief resumé of the functions and activities of the sub-committee and on the Monte Bellow Conference. He mentioned a paper was being prepared on the scientific and technological aspects of the arctic for review by A.C.N.D. before submission to Cabinet.

The A.C.N.D. had asked Dr. Harrison to prepare a report on Monte Bello Conference for circulation.

Other Business

The Chairman requested if there was any other business for discussion to which there was a nil response.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
May 25, 1970.

The seventy-seventh meeting of the Committee was held on Monday, May 25, 1970 at 2:30 p.m. in the 15th floor Board Room, Centennial Tower Bldg., 400 Laurier Avenue West.

Present:

Mr. H.B. Robinson, Deputy Minister, Indian Affairs and Northern Development (Chairman)

Mr. J.A. Beesley, Department of External Affairs
Mr. P.A. Bissonette, Department of External Affairs
LGen M.R. Dare, Department of National Defence
Dr. W.H. Frost, Department of National Health and Welfare
Dr. J.M. Harrison, Department of Energy, Mines and Resources
C/Supt. A. Huget, Royal Canadian Mounted Police
Dr. J.D. Keys, Treasury Board
Mr. L.H. Legault, Department of External Affairs
Col K.W. Macdonald, Department of National Defence
Dr. A.M. Pennie, Defence Research Board
Mr. J.M. Shoemaker, Privy Council Office
Dr. R.J. Uffen, Prime Minister's Office
Mr. G.W. Rowley, Department of Indian Affairs and Northern Development
Mr. A.B. Yates, Department of Indian Affairs and Northern Development
Brig R.M. Withers, Department of National Defence
Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

I. Proposed International Conference on Arctic Problems

The following documents were distributed at the meeting:

1. Message from External to Prime Minister - outlining discussions on this subject at the 76th meeting of the A.C.N.D.
2. Editorial reactions to pollution from U.S. Newspapers - Message of May 15, 1970.

3. Government reactions - U.S.S.R. - Message May 15, 1970.
4. Message from Washington (Beesley) concerning new proposals for multilateral conference - Message May 21, 1970. No. 1528.
5. Government reactions - Greek, Message May 21, 1970.
6. Government reactions - Norwegian, Message May 21, 1970.
7. Government reactions - Swedish, Message May 21, 1970.

The Chairman opened the meeting, which had been requested at short notice, to consider the results of the bilateral discussions with the U.S.A. in Washington on May 20, and the further communication from Washington (No. 1528) reporting on these discussions, and to consider the next phase of the negotiations.

The Chairman asked Mr. Beesley to give his views on these discussions. Mr. Beesley stressed the need for Canada to proceed as quickly as possible with the drafting of the regulations to be promulgated under the Arctic Waters Pollution Act, in order to facilitate further discussions with the U.S. concerning the proposed Arctic conference; he pointed out that these regulations would serve as a basis for the Canadian position at the proposed conference, as well as being required for the guidance of the Canadian side in the bilateral discussions with the U.S.A.

At a question from the Chairman, the working group to consider the regulations under the Act was to meet as quickly as possible. The delay was caused through departments failing to nominate representatives. It was also noted that the regulations would not be effective until the summer of 1971, but the importance of promulgating them as soon as possible following passage of the legislation was recognized.

Representatives from other departments expressed concern over the fact that bilateral discussions with the U.S.A. were proceeding before the drafting of the Canadian regulations had been completed, and expressed the view that the drafting of the regulations would require a considerable period of time. It was argued that Canada could justify any delay in drafting the regulations in light of the fact that they could not be promulgated in time to come into effect during the present Arctic shipping season. It was also suggested that (a) the proposed discussions with the U.S.A. in June should not take up the substance of Canada's regulations but rather should be directed simply to the types of questions to be covered by the regulations, and (b) the drafting of the regulations might only be completed in time to allow bilateral discussions with the U.S.A. in the fall.

Mr. Beesley pointed out that the Canadian proposal approved by the Prime Minister (message attached) called for an experts' conference of a number of states rather than informal bilateral discussions to be held in the fall. He also underlined that the U.S.A. may wish to show the Canadian side a draft treaty on Arctic pollution and navigation safety during the proposed June discussions, and we would not wish to appear not to be ready in the light of the urgency we had attached to the legislation.

Dr. Uffen suggested that Canada should not be rushed into considering treaty language and said that his purpose in proposing an experts' conference on the Arctic to be held in the fall rather than in June had been to buy time for Canada.

Mr. Shoemaker stressed his view that in holding bilateral discussions with the U.S.A. the Canadian side must not do anything that appears to prejudice the Arctic Waters Bill.

Mr. Beesley reminded the meeting that the U.S.A. has implied that Canada had been precipitous in introducing the Arctic Waters Bill and that it was difficult for Canada on the one hand to stress the urgency of the situation while on the other hand maintaining that the Canadian Government was not yet ready to talk about the substance of regulations for navigation safety and pollution control in Arctic waters. He said that while it was obvious that Canada could not commit itself to any treaty language in discussions with the U.S.A. and should avoid any drafting exercises, there could be some advantage in looking at treaty language which may have been drafted by the U.S.A. He also pointed out that such discussions with the Americans need not create difficulties vis-à-vis other countries which might participate in the conference, since the U.S.A. had agreed not to inform such other countries of the bilateral discussions taking place with Canada, and Canada would in any event continue to make clear that the Arctic legislation would go ahead as planned.

Dr. Harrison confirmed that in the report to the Cabinet on the conclusions reached at the Montebello Conference, that a recommendation for a further conference was included. Countries from the circumpolar area would be invited. This conference could also consider on its agenda the scientific problems arising in connection with the potential pollution of Arctic waters.

Dr. Uffen suggested that two types of meetings might be held in June, perhaps simultaneously: at the first of these meetings Canada could look at any treaty language proposed by the U.S.A., while the second possible

meeting would consist of a preliminary meeting of experts in preparation for the fall conference.

The discussions then turned, at the Chairman's request, to a point-by-point review of Mr. Beesley's report on his discussions with the Legal Adviser of the State Department on May 20 as set out in Washington telegram 1528 of May 21. The highlights of this discussion were as follows:

(a) Joint Bilateral Discussions

Mr. Beesley said that there was no firm commitment to proceeding with further bilateral discussions with the U.S.A. early in June. It was agreed that an attempt be made to postpone the discussion by one or two weeks to give the Canadian side more time to prepare. As to the possibility of discussing draft treaty language in bilateral talks with the U.S.A. in June, it was agreed after some discussion that while Canada could not commit itself to any treaty language or take part in drafting such language, it would be in order for the Canadian side to look at any language proposed by the U.S.A. since this would "flush out" the U.S.A. position and assist Canada in preparing its own position.

(b) Terms of Reference of Multilateral Conference

There was considerable discussion with respect to the agreement which has been reached between Canada and the U.S.A. to the effect that both countries are prepared to consider the application, by agreement, of internationally agreed standards of pollution control and navigation safety to Arctic waters both within the beyond the limits of national jurisdiction. Mr. Shoemaker expressed concern with respect to possible dangers which this formula might present for Canada. Mr. Beesley pointed out that it was only in this way that Canada and the U.S.A. could avoid discussion of the jurisdictional issue on which Canada was not prepared to compromise. What must be avoided at all costs is having Canada put in a position of defending its jurisdictional claims at such a conference, which would follow from an attempt to limit the proposed regime to the area beyond national jurisdiction. He also underlined the fact that the Canadian position would be protected by the consensus procedure to be followed at the proposed Arctic conference in keeping with the understanding reached with the U.S.A.; procedure by consensus meant in effect that Canada (and the U.S.A. as well) would have a right of veto over any decisions to be taken at the conference. It was agreed that no change be made in the Canadian position on these points as put forth by Mr. Beesley in Washington.

(c) Nature of Conference

Dr. Uffen and Mr. Shoemaker questioned the inclusion of representation at the political level. Mr. Beesley pointed out that the decision to leave open the possibility of political representation at the proposed experts' conference had been made by the Prime Minister (as set out in a message from the Prime Minister to Mr. Sharp in Canberra telegram 739 of May 16). Mr. Beesley explained that it was not yet clear whether such political representation would involve ministerial participation in the conference. It was agreed that no change be made in the Canadian position on this point as put forth by Mr. Beesley in Washington.

(d) Conference Participants

Mr. Beesley explained that Canada's suggestion that the conference (as originally envisaged by the U.S.A.) might be broadened to include representation from Latin American states was intended to make the U.S.A. aware that we were not prepared to have our claims discussed in an unfriendly forum. He pointed out that the bilateral discussions with the U.S.A. had left open the possibility of participation of observers from countries expressing an interest in the Arctic conference. It was agreed to stick to this position for the time being, and invite no other states until a later stage in the bilateral discussions.

(e) Follow-up Conference

Canadian side proposed and it was confirmed by aide-memoire that second follow-up conference could take place if necessary. However, the Committee was of the opinion that the scientific questions might be dealt with by a separate scientific conference, such as recommended at Montebello. This should be discussed bilaterally in June.

(f) Time of Conference

Mr. Beesley pointed out that the Prime Minister's message to Mr. Sharp had indicated that the best time to hold the proposed experts' conference in Canada would be the last week in September or the first half of October. He referred again to the need to complete the drafting of Canadian regulations well before these dates, and suggested that an effort should be made to have the drafting of the regulations well in hand before the return of the Prime Minister's party from the Pacific. (It was noted that most of the countries approached by the U.S.A. appeared to agree that the conference timing proposed by the U.S.A. was unrealistic.) It was agreed that the regulations would be pressed forward as a matter of urgency, and that the September-October dates would have to be met.

(g) Site of Conference

Questions were raised as to whether Canada should be a co-sponsor rather than sole sponsor of the proposed experts' conference. In this connection it was pointed out that the Prime Minister's message to Mr. Sharp had indicated that the Canadian Government would be happy to have others join it in sponsoring this conference.

(h) Conference Decision-Making

This item was discussed in connection with the possibility that internationally agreed standards of pollution control and navigation safety might be made applicable, by agreement, to Arctic waters both within and beyond national jurisdiction, in which context it was pointed out by Mr. Beesley that the consensus procedure (as understood in the United Nations) would protect Canada's jurisdictional position.

(i) Definition of Arctic Area

Questions were raised concerning the preference expressed by the U.S.A. to have the area of application of the proposed Arctic treaty "coincide" with the area affected by Canada's Arctic waters legislation. The point was made that obvious difficulties would be created for Canada if the proposed conference were to agree on pollution control and navigation safety standards applicable only to the 100-mile pollution control zone established by the Canadian legislation.

Mr. Beesley explained that the U.S.A. had not suggested this. The consensus of the meeting was that the Canadian position should continue to be that such standards should be applicable to Arctic waters off the coasts of Alaska, the U.S.S.R., Greenland, etc. as well as off the coasts of Canada.

(j) Definition of Waters

It was agreed that both liquid and frozen waters should be covered by the proposed internationally agreed standards of navigation safety and pollution control. This item gave rise to further discussion as to the applicability of agreed standards to Arctic waters both within and beyond national jurisdiction and Mr. Shoemaker again expressed reservations concerning this proposal. The meeting agreed to maintain the Canadian position on this question as put forth by Mr. Beesley in Washington.

(k) Relationship of Canadian Regulations to Treaty

In the discussion on this item it was pointed out that certain regulations promulgated by Canada with respect to pollution control and navigation

safety and Arctic waters might conceivably be negotiable while others would be non-negotiable. Dr. Uffen suggested that such questions as pilotage requirements could be decided on functional rather than jurisdictional grounds while other standards (such as hull design) once fixed should remain fixed. Dr. Uffen suggested that Canada should identify the varying degrees of permanency which should be attached to standards of navigation safety and pollution control in relation to where and when such standards should apply. Mr. Beesley agreed with these views and confirmed that this was the position he had expressed in the bilateral talks with the U.S.A. Mr. Shoemaker confirmed his concurrence with the position taken by Mr. Beesley in Washington that it would not be possible for Canada to accept any suggestion that an international body or international machinery should determine the regulations to be applied by Canada in waters over which it claimed pollution control jurisdiction. Mr. Beesley pointed out also that the extent to which the proposed treaty would fix specific standards appeared to be one of the basic issues on which there might be a significant divergence of views with the U.S.A.; the Canadian position was that the treaty should be as specific as possible while leaving room for flexibility on adapting agreed standards in different areas at different sessions. While the U.S.A. had on a number of occasions suggested that the conference could not simply rubber stamp the Canadian regulations, Canada would have to remain firm on its legislation.

(l) Environment to be Included

Some brief discussion took place with respect to the possibility of including seabed activities (and particularly submarine oil pipelines) within the scope of the proposed treaty on navigation safety and pollution control in Arctic waters. The consensus which emerged was that, while this question might be left open, Canada should stick to the position taken by Mr. Beesley in Washington that the proposed treaty should deal only with the control of pollution arising from shipping.

(m) Heads of Discussion

It was agreed that "clean-up" and "scientific research" should be included among the heads of discussion to be covered at the proposed Arctic conference. Mr. Beesley pointed out that scientific questions were included by implication in the heading "special ecology problems" which had been proposed by the Canadian side during the bilateral talks with the U.S.A. Some discussion took place with respect to the desirability of holding a separate conference on scientific research on Arctic problems.

(n) Treaty Language

Following the earlier discussions of this matter it was agreed that the Canadian side should not discuss actual treaty language at the June bilateral talks with the U.S.A. but that the Canadian representatives should take the opportunity to examine any treaty language which might be proposed by the U.S.A., without commitment and without prejudice to the Canadian position.

(o) and (p) Flexibility and Nature of International Machinery

Mr. Beesley pointed out that these two items were related to the question of relationship of Canadian regulations to the proposed treaty (discussed under item (k) above). He stressed again that it was on these questions that there appeared to be the widest divergence of views with the U.S.A. and confirmed that the Canadian position on the bilateral talks with the U.S.A. had been that agreed standards of pollution control and navigation safety in Arctic waters should be fixed by the proposed treaty, although it might be possible to establish varying standards to be applied in different areas at different times. He also pointed out that Canada could not delegate much decision-making or legislative power to any proposed international machinery. With respect to the possible role to be played by national courts in the determination of damage or liability, he pointed out that very complex issues were involved which alone could become the subject of a separate conference, and that this argued for one regime applicable both within and beyond national jurisdiction, with liability to be determined by courts of adjacent states.

Some discussion took place with respect to the desirability of Canada's proceeding to issue invitations to the proposed experts' conference to be held in Ottawa in the fall. It was agreed that invitations should not be issued at this time. Discussion also centred on the desirability of reporting to Cabinet on developments connected with the proposed Arctic conference and seeking instructions on the future course of action to be followed. It was agreed that a Memorandum to Cabinet should be submitted after further bilateral talks with the U.S.A. in June. A brief discussion also took place with respect to the implications of a possible refusal by the Soviet Union to participate in the proposed conference, and it was agreed that if the Soviet Union did not participate the Canadian position might be more difficult and the conference might appear to be directed specifically to discussion of the Canadian Arctic Waters legislation. It was agreed that every effort be made to secure Soviet participation.

The conclusions reached during this meeting of the Advisory Committee on Northern Development were:

- (a) The Department of External Affairs should proceed to hold further bilateral discussions with the U.S.A. in connection with the proposed Arctic conference in the second or third weeks of June (i.e. between June 8-12 or June 15-20). During the course of these bilateral discussions the Canadian side could examine any treaty language proposed by the U.S.A. without committing itself in any way to such language or taking part in the drafting of any treaty language.
- (b) The possibility of a preliminary meeting with U.S. experts on the scientific aspects of the proposed conference was discussed and left open; it was suggested by Dr. Uffen that such a preliminary scientific meeting could take place in conjunction with the bilateral discussions with the U.S.A. on other aspects of the conference.
- (c) Among the items to be considered at the proposed experts' conference should be included problems of clean-up of oil spills, scientific research, and possible conflict between navigational and other uses of Arctic waters.
- (d) It was agreed that special urgency should be attached to the drafting of Canadian regulations under the Arctic waters pollution prevention bill and that an immediate start should be made on this task.
- (e) It was also agreed that the parties concerned should begin drafting a treaty based on the proposed Canadian regulations as soon as possible but that this work should be kept secret and not be communicated to the U.S.A.
- (f) A Memorandum to Cabinet reporting on developments in connection with the proposed conference and seeking instructions for the future course of action to be followed should be submitted following the bilateral discussions with the U.S.A. in June.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
June 8, 1970.

**The seventy-eighth meeting of the Committee was held on
Tuesday, June 23, 1970 at 2:30 p.m., in the 14th floor Conference
Room, Centennial Tower, 400 Laurier Avenue West.**

Present:

Mr. H.B. Robinson, Deputy Minister, Department of Indian Affairs and
Northern Development (Chairman)

L/Gen M.R. Dare, Department of National Defence
Mr. G.T. Rayner, Treasury Board
Mr. S.M. Hodgson, Government of the Northwest Territories
Dr. J.M. Harrison, Department of Energy, Mines and Resources
Mr. L.H. Legault, Department of External Affairs
Supt. K.J. Parkins, Royal Canadian Mounted Police
Dr. A.M. Pennie, Defence Research Board
Mr. A. Desmarais, Science Secretariat
Dr. D.R. Stephens, Privy Council
Mr. O.G. Stoner, Department of Transport
Dr. W.G. Schneider, National Research Council
Mr. G.B. Williams, Department of Public Works
Mr. G. Taylor, Department of Finance
Mr. C.P. Hughes, Department of Communications
Mr. W.R. Martin, Department of Fisheries and Forestry
Mr. J.D. Darling, Department of Manpower and Immigration

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern
Development (Secretary)

Also Present:

Mr. A.D. Hunt, Department of Indian Affairs and Northern Development
Mr. T.G. How, Department of Transport
Mr. R.W. Hyndman, Department of Transport
Mr. R.R. MacGillivray, Department of Transport
B/Gen R.A.B. Ellis, Department of National Defence
B/Gen R.M. Withers, Department of National Defence
L/Col J.A. Cameron, Department of National Defence
Mr. R.S. Filion, Department of Finance
Mr. D.W. Fulford, Department of External Affairs
Mr. E.W. Gilchrist, Government of the Northwest Territories
Mr. C. Bolger, Treasury Board

Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

Mr. G.W. Rowley, Department of Indian Affairs and Northern Development

Mr. A.B. Yates, Department of Indian Affairs and Northern Development

Mr. E.R. Weick, Department of Indian Affairs and Northern Development

I. National Objectives for Northern Canada

(Secretary's memorandum ND-488, distributed 19 June 1970).

The Chairman explained briefly the reason for submitting this paper to close scrutiny by the members of the A.C.N.D. The Cabinet Committee on Science Policy and Technology had requested that such a paper be drafted for Cabinet consideration. This first draft had been prepared in the Department of Indian Affairs and Northern Development, and it was hoped that in principle it represented in basic terms the needs and aspirations of the territories as one of a number of Canadian regions. What was required were the comments, recommendations and suggestions of the members to enable a final draft to be prepared, with a further opportunity for departments to comment prior to its submission to Cabinet.

There ensued considerable discussion with respect to the content, and from it emerged many informative and useful suggestions which the Chairman noted would be considered in the preparation of the next draft. There was a discussion on the implications contained in the objective on Canadian sovereignty, and in general, there was agreement that the objectives could be polished up so that the meaning was clear and understandable.

Mr. Rayner suggested that a good test of the objectives would be for each department to identify its own program with the stated objectives.

Following the discussion and the assurance that the ideas and suggestions would be examined by the drafters and where possible incorporated into the final memorandum to Cabinet.

It was agreed that the drafters would meet with their colleagues in the Treasury Board as quickly as possible.

The Chairman introduced Commissioner S.M. Hodgson as a new member of the Committee.

II. Report on U.S./Canada Meeting of 16th June.

Mr. Legault read a summary of these bilateral discussions, and which are contained in Message 860 (attached). The important fact to come out of these discussions was the tentative date set for the Conference beginning October 13, 1970 and lasting approximately two weeks, and that it would be held in Ottawa. Canada would be host and U.S. and U.S.S.R. together with a designated Scandinavian country to be co-sponsors.

It was agreed that a task force under the chairmanship of External Affairs would be immediately established to clarify a number of the debatable issues raised in these discussions and to start the preparations for the Conference. Departments would be requested to select a representative on this task force.

III. Progress Report on Working Group Drawing up Regulations to Arctic Waters Pollution Prevention Act

Mr. Naysmith, Chairman of the Working Group reported on the progress of the discussions and hoped to have them ready for A.C.N.D. by July 15. (Schematic chart attached).

From the discussion it was pointed out the Department of Justice should be consulted, and some comment concerning ministerial responsibility.

It was agreed that since Section 26 of the Arctic Waters Pollution Prevention Act deals with delegation of authority, the working group would first complete the drafting of the regulations before considering the implications raised in this section.

The Chairman mentioned also the effect of the Territorial Lands Act, and the Territorial Ordinances.

It was also agreed that copies of the drafted regulations would be made available to the members as soon as practical.

IV. Other Business

Mr. Taylor noted proposed changes in oil and gas regulations, which concerned his department as well as the impact they would have on private industry.

The Chairman stated that the proposed changes in these regulations would be circulated in advance to all departments.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development.
July 20, 1970.

The seventy-ninth meeting of the Committee was held on Friday, July 31, at 2:15 p.m. in the Conference Room of the Department of Indian Affairs and Northern Development, Centennial Tower, 400 Laurier Avenue West.

Present:

Mr. H.B. Robinson, Deputy Minister, Department of Indian (Chairman)
Affairs and Northern Development

Mr. A.D. Hunt, Assistant Deputy Minister, Department of Indian Affairs
and Northern Development (Chairman, a.i.)

Dr. J.C. Arnell, Department of National Defence

Mr. C.M. Bolger, Treasury Board

Dr. D.E. Box, Department of National Health and Welfare

Dr. T.G. How, Ministry of Transport

Dr. J.M. Harrison, Department of Energy, Mines and Resources

Mr. J.A. Parkinson, Department of Fisheries and Forestry

Supt. K.J. Parkins, Royal Canadian Mounted Police

Miss V.A. Sims, Department of Manpower and Immigration

Mr. E.G. Lee, Department of External Affairs

Mr. J.M. Shoemaker, Privy Council Office

Mr. G. Taylor, Department of Finance

Dr. R.J. Uffen, Science Secretariat, Privy Council Office

Dr. R.F. Wilkinson, Defence Research Board

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern
Development (Secretary)

Also Present:

Maj. R.W. Farrington, Department of National Defence

LCdr A.D. Taylor, Department of National Defence

Cdr R.D. Sweeny, Department of National Defence

Mr. L.H. Legault, Department of External Affairs

Mr. R.C. Smith, Department of External Affairs

Mr. L. Colby, Department of Energy, Mines and Resources

Mr. R.R. MacGillivray, Ministry of Transport

Mr. J.K. Naysmith, Department of Indian Affairs and Northern
Development

Mr. T. Hyslop, Department of Indian Affairs and Northern Development
Mr. A. Reeve, Department of Indian Affairs and Northern Development
Mr. G.W. Rowley, Department of Indian Affairs and Northern
Development

I. Progress Report on Organization of Conference of Circum Arctic Nations for Pollution Control and Navigational Standards

The following papers had been distributed:-

- (a) Memorandum to Cabinet, 24 July, 1970 from Secretary of State
- (b) Telegram No. 403 - Ex. Aff. 12 May 1970
- (c) Telegram No. 2000 - Ex. Aff. 10 July 1970
- (d) Text of response by U.S. to U.N. Secretary General, 29 Jan. 1970
- (e) Telegram No. 1999 - Ex. Aff. 10 July 1970
- (f) Telegram No. 1980 - Ex. Aff. 9 July 1970
- (g) Telegram No. 1792 - Ex. Aff. 10 Jun. 1970
- (h) Telegram No. 2021 - Ex. Aff. 14 July 1970
- (i) Telegram No. 1361 - Ex. Aff. 10 Jun. 1960

Mr. Legault distributed a detailed report on the Conference, and spoke in general terms on the logistic arrangements which the task force had so far considered. Many questions remain to be answered, particularly regarding the nature of the conference, before any real progress can be made in connection with organizational and administrative preparations. He hoped to receive guidance from the Advisory Committee on Northern Development so that the task force could proceed.

Discussion ensued as to whether the Conference could take place as originally planned.

Dr. Uffen confirmed that the Cabinet had decided to postpone the proposed Conference. It would, in all likelihood therefore be preceded by a multi-

lateral scientific and technical conference. Two conferences were therefore involved but it was not expected that the relationship between the two and the timing could be clarified before the middle of September. Several members said that at least a year was desirable if adequate preparations were to be made for international conferences of this kind.

Dr. Harrison spoke on the implications of the technical and scientific conference and the ideas arising from the Montebello conference. Some consideration should be given at the Scientific Conference to the kind of association which should be set up among circum-arctic countries to coordinate and encourage research.

Mr. Legault asked the Committee specifically to advise whether the task force should be kept in being, what funds if any should be earmarked now, and the advisability of appointing a full time secretary with appropriate terms of reference who would coordinate the work of the task force through to its completion.

After some discussion, the Committee agreed:

- a. that the task force should remain in being and be concerned with both conferences.
- b. that by September matters should have crystallized sufficiently for specific terms of reference to be worked out and a secretary appointed.

II. Tabling of Regulations Under Arctic Waters Pollution Prevention Act

The following papers had been distributed:

- a. Memorandum to Chairman, A.C.N.D. dated 28 July 1970.
- b. Proposed draft regulations.

Mr. J.K. Naysmith, the Chairman of the task force established to draft the regulations, amplified the contents of his memorandum to the Chairman, detailing those parts of the Act which dealt exclusively with regulations.

During the discussion, it was mentioned that the Department of Justice had been instructed by Cabinet to carry out a study of compensation to fishermen. This had broad implications in which the Interdepartmental Committee on Water Resources was also involved.

Dr. Uffen said Cabinet would want a progress report on the regulations.

The task force invited the Committee to consider the following recommendations:-

1. That the A.C.N.D. commission a special Working Group to study the question of pollution liability and to recommend ways of dealing with the problem.
2. That the N.R.C. Associate Committee on Scientific Criteria of Environmental Quality address itself immediately to questions of criteria and standards for Arctic waters.
3. That the Governor in Council delegate authority to administer:-
 - Parts I, II, and IV to the Minister of Indian Affairs and Northern Development,
 - Parts III and V to the Minister of Transport.
4. That the Governor in Council appoint Pollution Control officers in accordance with recommendations of the responsible Ministers.
5. That the draft regulations, after certain refinements, be forwarded to the Department of Justice for final review before promulgation.

The Committee approved Recommendation 1, subject to the comments made above on compensation studies, and such studies as are being pursued in other committees.

The Committee approved Recommendation 2 and the Chairman, A.C.N.D., would correspond with the Chairman of the Associate Committee on criteria and standards for Arctic waters.

There was some discussion on Recommendation 3. Dr. Arnell questioned the responsibility for enforcement and how it could be carried out. D.N.D. had a surveillance rôle, which appeared the most likely way of detecting pollution. There would have to be a clear understanding of the relationship between D.N.D. and the agency responsible for enforcing the regulations.

The Committee approved Recommendation 4.

The Committee approved Recommendation 5 in principle, with the proviso that Justice consider these regulations in their present form as drafting

instructions to be supplemented by requesting the working group to elaborate orally.

It was further agreed that the Working Group would report back to the Committee, after consideration of the points raised.

III. Tabling of Working Paper on Canadian draft Treaty on Navigational Standards and Pollution Control in Arctic Waters

Mr. Legault stated that the Canadian draft treaty was based on the concept that Arctic coastal states had special rights. The form of treaty proposed by the U.S. had differed from the Canadian proposal in several ways, and especially in having a built-in principle providing for the delegation of powers and responsibilities to a special commission.

After some discussion the Chairman proposed a small group to work on the development of a treaty. It should have representatives from I.A.N.D., External Affairs, Ministry of Transport and Department of Justice. The Secretary was requested to obtain sufficient copies of the draft U.S. Treaty for circulation. Departments not on the working group were invited to send their comments on both the U.S. and Canadian draft Treaties to the Secretary.

IV. Ditchley Conference

Secretary's memorandum ND-489 distributed 24 July 1970.

Mr. E.G. Lee said Canadian representation was not expected to exceed six persons. The Social Science Research Council should probably be involved as well as the Canadian High Commissioner in the U.K. Denmark, Iceland and Norway were to be invited, but there was no mention of the U.S.S.R.

The Chairman (a.i.) suggested that External Affairs enquire about U.S.S.R. participation, and brief the Canadians who are invited to attend the Conference. The Committee noted that Mr. G.W. Rowley, Scientific Adviser to the Department of Indian Affairs and Northern Development, had received an invitation.

V. Other Business

Mr. Rowley reported that a U.S. citizen had been killed on the ice-island T.3 some 250 miles north and west of Ellesmere Island in the sector of the Arctic Ocean north of the Canadian mainland. Mr. Lee said the matter raised the question of jurisdiction. It was not in an area to which Canada had made

any formal claim but, in order to protect any claim Canada might in the future wish to make, a note had been sent to the State Department through the Canadian Embassy in Washington, asking for details and reserving the Canadian position.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
August 21, 1970.

The 80th meeting of the Committee was held on Wednesday, October 21, 1970 at 2:30 p.m. in the Conference Room of the Department of Indian Affairs and Northern Development, 14th floor, Centennial Tower, 400 Laurier Avenue West, Ottawa.

Present:

Mr. H.B. Robinson, Deputy Minister, Department of Indian Affairs and Northern Development (Chairman)

Dr. J.C. Arnell, Department of National Defence
LCol M.G. Bryan, Department of National Defence
C/Supt C.R. Doly, Royal Canadian Mounted Police
Mr. J.D. Keyes, Treasury Board
Dr. J.H. Hodgson, Department of Energy, Mines and Resources
Mr. A.D. Hunt, Department of Indian Affairs and Northern Development
Dr. W.B. Hutcheon, National Research Council
Mr. L.H. Legault, Department of External Affairs
Dr. A.M. Pennie, Defence Research Board
Col K.W. Macdonald, Department of National Defence
Mr. H.M. Walsh, Ministry of Transport
Mr. K.W. Wardroper, Department of External Affairs
Miss V.A. Sims, Department of Manpower and Immigration
Mr. T. Thorgrimsson, Department of Energy, Mines and Resources
Mr. J.M. Shoemaker, Privy Council Office
Dr. R. Uffen, Science Secretariat
BGen R.A.B. Ellis, Department of National Defence
BGen R.M. Withers, Department of National Defence

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Others Present

Mr. D.A. Davidson, Department of Indian Affairs and Northern Development
Mr. K. Greenaway, Department of Indian Affairs and Northern Development
Mr. T. Hyslop, Department of Indian Affairs and Northern Development

Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

Mr. C.L. Merrill, Department of Indian Affairs and Northern Development

Mr. G.W. Rowley, Department of Indian Affairs and Northern Development

I. National Objectives for Northern Canada

Memorandum to Cabinet and Position Paper with appendices distributed.

Mr. Hunt indicated that the draft now submitted to members represented the consensus and views of all the departments in so far as can be ascertained.

The Chairman expected the document would be considered by the Priorities and Planning Sub-Committee of the Cabinet on November 3rd.

Mr. Hunt expected that Departments, once Cabinet approval, would adopt a coordinated approach to northern objectives. He suggested a third recommendation to be added to the memorandum;

“that all departments and agencies of the Canadian Government in the process of carrying out their functions and responsibilities in the North adhere to these national objectives”.

II. Arctic Treaty Conference

The American second draft Treaty was distributed to members.

Mr. Legault explained the many problem areas which divided the two countries in their individual approaches to the same objective. In some instances the U.S. had conceded to the Canadian view, or had proposed reasonable changes bringing their proposals closer to the Canadian viewpoint. Some of the newer proposals were considered to be the maximum concessions the U.S. were prepared to make towards the Canadian position. This second draft still falls short of the Canadian position.

In answer to a question whether this draft had been circulated to countries other than Canada - the answer was “no”.

There was a clause-by-clause reading of the Treaty.

The following points were raised:

1. The preamble could be more precise.
2. A meaningful definition of arctic “waters”.
3. Problems in defining N of 60°.
4. The importance of the coastal state.
5. Canada must not be deprived of taking action under Canadian law.
6. The possibility of a majority vote by the Commission in favour of a point unacceptable to Canada.
7. The problem of penalties and the need for a deterrent and not a punitive approach.
8. Interrelationship between domestic legislation and what is acceptable under the Treaty.
9. A clearer definition of person and state, as in Article 1, Subsection (e).
10. The possibility of the coastal state acting independently.
11. The use of an escape clause, in case of dissent.

It was agreed that in the event the proposed Commission is established the seat of the Commission should be Canada. (viz. Article VII sub-section 8). The articles dealing with the Secretariat and the procedures for operating the Secretariat received general approval. (viz. Articles VII subsections 9, 11, 12 and 13 and Article VIII)

It was also agreed that Article IX is one of the key articles and some divergence of opinion was expressed particularly with respect to the delineation of arctic zones. An example, is the question of the position of the U.K. when it has sovereignty over the Shetland Isles which lie almost entirely north of the 60°?

Mr. Legault suggested that

“Members who have specific views should make them in writing to the Legal Division, Department of External Affairs, and these views will be taken into consideration in the next round of discussions with the U.S. counterparts”.

The Committee agreed.

III. Arctic Science Conference

In the absence of Dr. Roots, Chairman of the Sub-committee on Science and Technology, Mr. Rowley reported:

1. The Memorandum to Cabinet recommending that Canada convene a Governmental Scientific Conference on Arctic Problems was approved by a Cabinet Committee on October 13, 1970.
2. It was sent on to Cabinet but has not yet received final approval.
3. In the meantime certain preliminary plans for the organization of the Conference have been drawn up and it is expected that the Sub-committee will meet in a few days to consider these plans.

Dr. Uffen suggested that the Conference would be futile without the participation of the U.S.S.R. and that every effort should be made to achieve it, including sending a delegation to Moscow if necessary. He proposed that invitations to other countries be withheld until the position of the U.S.S.R. is known.

At the conclusion of the discussion it was agreed that:

1. The Canadian Ambassador in Moscow be requested to advise his Department within three weeks of the Soviet position on participation in the proposed Conference;
2. In the meantime the necessary preparations for the Conference should continue regardless of the Soviet response;
3. The Conference should be in Calgary on April 19 - 22, 1971.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
Ottawa, November 12, 1970.

Minutes of the 81st meeting of the Advisory Committee on Northern Development, held on Thursday, November 26, 1970 at 400 Laurier Avenue West.

Present

Mr. H.B. Robinson, Deputy Minister, Department of Indian Affairs and Northern Development (Chairman)

Dr. J.C. Arnell, Department of National Defence
Mr. J.D. Darling, Department of Manpower and Immigration
BGen R.A.B. Ellis, Department of National Defence
Dr. W.H. Frost, Department of National Health and Welfare
Dr. N.B. Hutcheon, National Defence Council
Dr. R.C. Langille, Department of Communications
Mr. A.M. Pennie, Defence Research Board
Dr. E.F. Roots, Department of Energy, Mines and Resources
Mr. L. Legault, Department of External Affairs
Dr. R.S. Rettie, Privy Council Office
Mr. H.M. Walsh, Ministry of Transport

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present

Mr. A.D. Hunt, Assistant Deputy Minister, Department of Indian Affairs and Northern Development
Brig R. Withers, Department of National Defence
Mr. A.J. Reeve, Department of Indian Affairs and Northern Development
Mr. K.R. Greenaway, Department of Indian Affairs and Northern Development
Mr. W.D. Mills, Department of Indian Affairs and Northern Development
Mr. T. Hyslop, Department of Indian Affairs and Northern Development
Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development
Mr. T. Thorgrimsson, Department of Energy, Mines and Resources
Mr. R.W. Parsons, Ministry of Transport
L/Cdr A.D. Taylor, Department of National Defence

I. Revised Arctic Treaty - Document ND-493

The Chairman confirmed that the latest draft of the proposed treaty had been circulated to members and that it contained the amendments agreed to between the Canadians and Americans on their last meeting in Washington. The Committee reviewed the revised version on a section by section basis during which there was a general discussion concerning the interpretation of various articles.

There was specific discussion of Article II dealing with whether it was in conflict with other articles particularly Section 2 of Article VII. It was pointed out that an inconsistency could exist as between Section 2 and Section 9 of Article VII, concerning the question of jurisdiction by a coastal state as defined in the regulations and individual sovereignty. Mr. Legault expressed the view that Sections 2 and 9 of Article VII were two different procedures for amending the Treaty. It was noted that many of the points raised were in reality drafting problems which could be rectified after the next round of discussions.

In the discussion some basic questions were identified which did require clarification. These included the jurisdiction of a coastal state and whether it could enforce a regulation which has not been approved by the Arctic Commission. There was also the question of which nations could be considered as coastal states, and whether Sweden and Finland were in this category. The question of possible conflict between the provisions of this proposed Treaty and the Canadian Arctic Waters Pollution Act was discussed. It was noted that the latter Act did contain certain features which limit jurisdiction. There was consideration of the question of penalties and whether they can be established as less than those prescribed under Canadian law when the offence is committed in an area under Canadian jurisdiction.

It was pointed out that under Article II there is provision for conciliation and binding arbitration and that the treaty should perhaps point out the means by which this could be made operative.

Another point raised concerned the exclusion of ships under 100 tons. It was pointed out that a ship of this size could be carrying a pollutant and that therefore there was some doubt about the wisdom of establishing exclusion on the basis of size.

After due consideration of the many issues raised, the Committee agreed with the elimination of sub-sections A-E of Section 2 of Article IX.

At the conclusion of the discussion the Committee agreed that a small working group with representatives from the Department of External Affairs, Transport, National Defence, Indian Affairs and Northern Development and the Defence Research Board would redraft the draft Treaty incorporating the points raised in the discussion. Mr. Legault confirmed that following another round of discussions with the American Authorities early in 1971, the Committee would have another opportunity to review the Treaty in draft form.

II. Arctic Science Conference

Dr. Roots, Acting Chairman of the Science and Technology Sub-Committee, reported on progress of arrangements for this Conference, originally scheduled to be held in April, 1971, in Calgary. He raised the question as to whether it would be possible and desirable to hold the conference in April, 1971, as planned in view of the short time remaining to make all the arrangements necessary for its success.

During this ensuing discussion it was pointed out that even if the Conference was postponed until the fall of 1971, providing an early announcement was made and invitations issued, Canada would still retain the initiative.

The Chairman explained that there was a need to make an early public announcement of the Conference as other countries would require time to develop their papers. He suggested that if the Committee agreed to postpone the Conference it would be necessary to obtain Cabinet approval which would undoubtedly be forthcoming. Dr. Rettie expressed concern on behalf of Dr. Uffen about any move to postpone the Conference and suggested that he should be consulted.

After further discussion, the Committee agreed to recommend to Cabinet that the Conference be postponed to the fall of 1971 subject to the Chairman obtaining the views of Dr. Uffen immediately.

III. Reports by Chairmen of Sub-Committees

- (a) The report of the Co-ordinating Committee was presented by Mr. A.D. Hunt, Chairman, and is attached as Document ND-494 and was approved by the Committee.

- (b) The report of the Sub-Committee on Science and Technology was presented by Dr. E.F. Roots, Acting Chairman, which is attached as Document ND-495 and was approved by the Committee.
- (c) The report of the Sub-Committee on Transportation was presented by Mr. H.M. Walsh, Chairman, which is attached as Document ND-496 and was approved by the Committee.

IV. Other Business

The Committee approved the re-activation of the Sub-Committee on Northern Communications, as requested in the report of the Co-ordinating Committee.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
December 31, 1970.

The 82nd meeting of the Advisory Committee on Northern Development, held on Thursday, April 22, 1971 at 400 Laurier Avenue West.

| Name | Title | Department or Agency |
|---------------------------------|---------------------------------------|--|
| Mr. H.B. Robinson (Chairman) | Deputy Minister | Department of Indian Affairs and Northern Development |
| Mr. O.G. Stoner | Deputy Minister | Ministry of Transport |
| Mr. J. Lupien | Senior Assistant Deputy Minister | Department of Fisheries and Forestry |
| Mr. J.P. Francis | Assistant Deputy Minister | Department of Regional Economic Expansion |
| Mr. deM. Marchand | Assistant Deputy Minister | Department of Communications |
| Mr. T.K. Shoyama | Assistant Deputy Minister | Department of Finance |
| Dr. D.W.R. McKinley | Vice President | National Research Council |
| Dr. T.G. How | Senior Ministry Executive | Ministry of Transport |
| Mr. D.H.W. Kirkwood | Assistant Secretary to the Cabinet | Privy Council Office |
| Mr. W.R. Lambert | Assistant Secretary to the Cabinet | Privy Council Office |
| Mr. A. Saumier | Assistant Secretary | Urban Affairs |
| Mr. J.P. Parkinson | Chief Engineer | Department of Fisheries and Forestry |
| Mr. G.F. Gibson | Special Assistant | Prime Minister's Office |
| Mr. G.S. Murray | | External Affairs (I.A.N.D.) |
| Mr. G.T. Rayner | Director, Industrial Division | Treasury Board Secretariat |
| Mr. D. Thomson | Regional Adviser | Prime Minister's Office |
| Mr. R.L. Richardson | Group Chief, Program Branch | Treasury Board Secretariat |
| Dr. R.B. Elver | Chief, Research Division | Department of Energy, Mines and Resources |
| Mr. G.S. Barry | Head, Northern Development Section | Department of Energy, Mines and Resources |
| Dr. G.A. Gross | Head, Mineral Deposits Section | Department of Energy, Mines and Resources |
| Dr. J.S. Scott | Head, Engineering Geology Section | Department of Energy, Mines and Resources |

| | | |
|-------------------|---|--|
| Mr. L.A.C.O. Hunt | Secretary, Advisory Committee on Northern Development | Department of Indian Affairs and Northern Development |
|-------------------|---|--|

Also Present

| | | |
|-------------------|---|---|
| Mr. A.D. Hunt | Assistant Deputy Minister | Department of Indian Affairs and Northern Development |
| Mr. A.J. Reeve, | Acting Director, Northern Economic Development Branch | “ “ |
| Mr. W.D. Mills | Assistant Director, Economics, Research and Planning | “ “ |
| Mr. H. McNeill | Chief, North Group, Information Services | “ “ |
| Mr. K. Scott Wood | Head, Regional Planning | “ “ |

I. Presentation by Mr. Richard Rohmer, Q.C. President of the Mid-Canada Development Foundation, Inc.

The Chairman introduced Mr. Rohmer and his colleague Dr. Roland Dugré, University of Quebec, Asbestos, Quebec.

Mr. Rohmer began his presentation with an explanation of the background of the Foundation and structure leading to the conference at Lakehead University in 1969. He emphasized that the corridor concept was no longer valid, but instead, and as a result of many discussions, the Foundation looked upon Canada as divided into three distinct regions, distinct by virtue of certain physical characteristics. These regions were Canada South, which contained 80% of the total Canadian population and was no more than 200 miles from the U.S./Canada border; Mid-Canada, which he defined as the area within the limits of Canada's boreal forests; and thirdly, Canada North or Arctic Canada, the area north of the tree line.

He confirmed that the proposal that he wished to present to the A.C.N.D. was for the establishment of a Mid-Canada Council. The Foundation recommended that the federal, provincial and territorial governments make it an urgent priority to create and coordinate policies and plans for the future orderly development of Mid-Canada.

He pointed out that the Mid-Canada Council, if created, would be independent of government, but would include participation by government. It was not intended to supplant or duplicate the work of any other agency of government. On this point, Mr. Rohmer stated that during the presentation to the Prime Minister, Mr. Trudeau had raised the possibility of confrontation with the provinces. Mr. Rohmer agreed that problems of jurisdiction could arise, but he did not consider any of them insurmountable. He emphasized that the Mid-Canada Council was intended to compliment the work of government departments, and assist in the coordination of research, planning development and other programs. He also noted that "Arctic" had been eliminated from the proposed title, since we were now considering an area or region across Canada with similar physical characteristics, such as mean January and July temperatures, and where the area could easily be defined by drawing the winter and summer isobars.

On the completion of Mr. Rohmer's presentation, the Chairman invited the representatives to question Mr. Rohmer on specific matters concerning the Mid-Canada Council. A general discussion ensued and the following points were raised:

A number of departmental representatives expressed an interest in the concept of the Council, and believed that it might provide a valuable coordinating mechanism in the development of policies for the region.

Mr. Rohmer had suggested that the organizational structure of the Mid-Canada Council be modeled after that of the Science or Economic Councils of Canada. Several representatives foresaw difficulties with a Council of that size and suggested that it might be desirable to have a Council quite different in form.

It was pointed out that governments often respond slowly to new concepts as it is necessary to analyse carefully the responsibilities and jurisdiction of existing agencies, to ensure that there is no serious overlapping or that their valid responsibilities are not impaired. Several representatives suggested that the possibility of jurisdictional problems arising was not a valid reason in itself against the establishment of a new body of the kind proposed as these problems could be solved.

The concept implicit in the Mid-Canada proposal that it is a unique region requiring special solutions to special problems was questioned. Mr. Rohmer emphasized his view that to avoid making the same mistakes that were made in the south it is necessary to begin now to plan specifically for the

anticipated population growth in Mid-Canada. In the discussion, it was suggested many of the development programs and concepts that had been applied in the South would be applicable in Mid-Canada.

Reference was made to discussions of the proposal with the provinces. It was suggested that the strength of the case might be greater if it were discussed with the provinces first before formally approaching the federal government. The point was made that the probability of jurisdictional problems with the provinces might be greater if they were approached only after the federal government had given its blessing. Mr. Rohmer confirmed that discussions had already been held with some provinces but that time and resources made it difficult to approach them all before coming to the federal government.

Mr. Rohmer indicated, that in any case, he would prefer not to enter into discussions with the provinces concerning the proposal for the Council until he had received an expression of opinion from the federal government.

There was discussion as to whether or not the future development of the Mid-Canada region would actually be on a North/South basis rather than on an East/West basis. It was suggested that it might be desirable to examine this carefully before setting up a structure to deal with it as a region with an East/West axis.

The suggestion was made that consideration should be given to establishing a Council which would not be so directly connected with government as set out in Mr. Rohmer's brief. Examples that were given of more autonomous bodies were the National and Provincial Parks Associations, and the National Wildlife Federation.

There was discussion with respect to priorities recognizing that the development needs in the Mid-Canada region would have to be viewed in the overall structure of priorities that all governments must determine. Mr. Rohmer emphasized that the Council would not propose to change these priorities and as an example suggested that the very high priority for the development of urban centres must remain.

In response to a question, Mr. Rohmer indicated that the Foundation foresaw an opening budget of perhaps \$500,000 as being required to establish the Council. This would provide for staff costs as well as for research grants.

At the conclusion of the discussion, the Chairman indicated that Departments would wish to consider carefully the proposal put before it at the meeting and to consider whether the A.C.N.D. was the proper

mechanism to develop further the Government's response to the Council proposal.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
April 28, 1971.

Minutes of the 83rd meeting of the Advisory Committee on Northern Development, held on Thursday, May 6, 1971 at 400 Laurier Avenue West, Ottawa.

Present:

Mr. H.B. Robinson, Deputy Minister, Department of Indian Affairs and Northern Development (Chairman)

Mr. J.F. Anderson, Department of National Defence
Mr. A.J. Beesley, Department of External Affairs
Dr. P.A. Belanger, Department of National Health and Welfare,
Dr. T.G. How, Ministry of Transport
Mr. C.P. Hughes, Department of Communications
Dr. J.M. Harrison, Department of Energy, Mines and Resources
Mr. A.D. Hunt, Department of Indian Affairs and Northern Development
Mr. D.H. Kirkwood, Privy Council Office
Mr. B. Macdonald, Department of Manpower and Immigration
Mr. A.M. Pennie, Defence Research Board
Mr. J.H. Parker, Government of the Northwest Territories
Mr. A.T. Prince, Department of Fisheries and Forestry
Mr. R.L. Richardson, Treasury Board
Mr. G. Taylor, Department of Finance
Supt. K.J. Parkins, Royal Canadian Mounted Police

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern Development (Secretary)

Also Present:

L/Col. R. Bourne, Privy Council Office
L/Col. D.G. Loomis, Department of National Defence
Mr. S.A. Forman, Science Secretariat
Mr. C.I. Jackson, Department of Fisheries and Forestry
Mr. L.H. Legault, Department of External Affairs
Mr. G. Murray, Department of External Affairs
Mr. D.S. Loftus, Department of Communications
Mr. T. Hyslop, Department of Indian Affairs and Northern Development
Mr. G.W. Rowley, “ “ “
Mr. D.J. Gee, “ “ “

I. Arctic Transportation Administration - Document ND-504

Dr. T.G. How explained the purpose of the proposed Agency (the word "administration" has now been deleted). He reported that it would be small and that its functions were of a coordinating nature. The basic responsibilities would be for:

- a. To coordinate all Arctic transportation matters with other government departments;
- b. To identify an Arctic Transportation Program, which until now, was vested in the three main divisions of the Ministry. This would permit the presentation to Treasury Board with definite Arctic Transportation programs, and
- c. To study and report on Arctic transport systems.

The Agency would be Ottawa based, but a liaison officer would be stationed in Yellowknife.

The discussion which followed examined the relationship between the A.C.N.D. and the proposed Agency, and in particular the role of the Sub-Committee on Transportation. It was explained that the reports and minutes of the Advisory Board of the ATA would be provided to the A.C.N.D.

Mr. Parker enquired whether the membership on the Board could be expanded to permit territorial representation. Some members showed concern about the possibility of phasing-out the sub-committee on transportation and while no one wished to see any duplication of effort, nevertheless it was felt that some matters concerning some aspects of transport could well be discussed in the A.C.N.D., perhaps before they were sent to the Board.

Dr. How pointed out that in the paper on the organization of the Agency, it did not recommend the phasing-out of the sub-committee. He further stated that the composition of the Board was not rigid and territorial representation would be welcome.

After further discussion the Committee noted the report on the Arctic Transportation Agency and agreed that the Board and the sub-committee of the A.C.N.D. could probably deal separately on certain matters and that for the time being the Sub-Committee would continue to function.

II. Arctic Science Conference

The Chairman spoke of the new steps now being taken regarding the proposed Conference. Letters had gone to members of the Committee who were asked to comment on the following approach to the Cabinet:

1. Cancel plans for the Conference.
2. Give active support to appropriate scientific conferences on Arctic matters by ensuring adequate Canadian representation, and by encouraging the holding of such conferences in Canada.
3. Resume closer liaison on co-operative and complimentary research between Canada and the U.S.A. as agreed at Montebello.
4. Pursue with the U.S.S.R. their suggestions of expanding bilateral cooperation in Arctic scientific matters.
5. Encourage bilateral discussions with other states on co-operative arctic research.

Of the replies received 15 out of 21 concurred. A draft memorandum has now been prepared and is now with External for comment. The memorandum includes a recommendation that A.C.N.D. be assigned responsibility to propose for Cabinet decision by September 1, 1971, machinery to ensure adequate Canadian representation at international arctic conferences and to suggest means to encourage the holding of such conferences in Canada. Mr. T. Hyslop elaborated on the proposals and it was suggested that further comments would be appreciated.

The Chairman also indicated that he would further discuss the memorandum with Mr. Ivan Head of the P.M.'s Office, in case the subject was raised at the Prime Minister's forthcoming visit to Moscow. The memorandum to Cabinet would not be submitted for Cabinet consideration until after the return of the P.M.

III. Arctic Treaty

Mr. A.J. Beesley explained the current position of the Arctic Treaty. A draft Treaty has been prepared and it is with the State Department. U.S. Government approval has not yet been given as the Defence Department has yet to agree with it. With prior approval of the State Department, a copy was passed to the U.S.S.R. They have not come along with any definite opinion. However, it may be that after the P.M.'s visit to the U.S.S.R.,

there will be some reaction to it. Mr. Beesley stated that it was still possible to have a Treaty without a conference. Some arrangement for an elaborate signing ceremony could take place with three States signing. Other States could sign later and the Treaty would only come into force after a given number of States have signed. There were other methods, but while the U.S. may be opposed in principle, they may wish to seek an accommodation.

The Committee noted this report and it was agreed that a further progress report would be made to the A.C.N.D. after the return of the P.M. from the U.S.S.R.

IV. Arctic Waters Pollution Prevention Act - Document ND-502

Mr. D.J. Gee explained the contents of the document in considerable detail. There was discussion on such fundamental issues as “absolute liability” for pollution and costs and whether the rate of \$500.00 per ton would pay the costs of an oil spill from a 250,000 ton tanker. It was suggested if necessary the Act could be amended. It was pointed out that under the Act, tankers plying in Arctic waters would have to meet specifications concerning ship construction, navigation equipment, manning, etc.

Mr. Gordon Taylor hoped that the Department of Finance would be associated with any further discussions on the liability regulations, as well as being associated with the proposed discussions with the Shipping Federation. It was also pointed out that while crude oil may be shipped out by large tankers, smaller ones were bringing refined products to northern settlements. There could be a case made for different liability rates. The divergence of the Arctic Waters Pollution Prevention Act liability provisions from international practice as promoted by IMCO was discussed. It was suggested that at the environmental conference to be held in Sweden in 1972, a declaration of principles could be made which could have the effect of shaping international law, and of bringing the IMCO position on pollution liability closer to that of Canada.

The Committee examined the recommendations concerning liability and agreed that the Department of Finance should be associated with the proposed discussions as set forth in (a) and (b) on page 4 of the Document. There was also general agreement on these two recommendations.

The Committee agreed on the general intent of (c) page 4 of the Document but under the question of government underwriting, suggested “to review the implications of the Act for northern development and to examine the manner in which the liability question can be resolved, which might include an amendment to the Act”.

Under Arctic Waters Quality Standards, page 5, the Committee requested elimination of the term “standards” as this was beyond the terms of reference of the Committee on Scientific Criteria.

Under Administration, page 5, the Committee gave general agreement, with the Ministry of Transport reserving judgement.

Under Pollution Control Officers, the Committee agreed in principle but noted the Department of Fisheries and Forestry (Environment) should have a voice in the appointment of pollution prevention officers, because of its responsibility for fish and wildlife.

The Committee also noted progress in the matter of Arctic Waters Pollution Prevention Regulations (b) page 7, and Arctic Waters Liability Regulations (c) page 7 of the Document.

V. Terms of Reference - Sub-Committee on Northern Communications

The Committee agreed with the terms of reference as distributed. There was discussion on the wider issues of communication, the use of an information bank etc., and this was referred to the Co-ordinating Sub-Committee.

VI. Arctic Sovereignty Document ND-505

This document was prepared for the Ditchley Conference and was tabled for information purposes.

VII. Other Business

(a) Mr. Parker raised an issue concerning the Edmonton Industrial Airport and the possibility of it being denied to jet aircraft. He contended that the Government of the N.W.T. had not been consulted and that a decision to deny jet aircraft from using it would have an adverse affect on the N.W.T. economy and could conceivably increase the cost of living.

Dr. How confirmed that discussions were currently being held. It was a question of safety, although there was a need to consolidate operations at the International Airport.

(b) Monzino Polar Expedition

A progress report on the expedition was given.

(c) Incident on Ice Island T3

Mr. Beesley indicated that an exchange of notes between Ottawa and Washington had taken place and that the U.S. accepted the Canadian view that T3 is a "ship". This does not affirm or reject the "Sector" theory in any way.

(d) Planning Memorandum

A draft memorandum to Cabinet was circulated. The purpose of this memorandum was to respond to a Cabinet request to "develop a strategy which recognizes that the needs of the native people in the north are more important than resource development and that the maintenance of ecological balance is essential".

The Chairman asked the Committee to carefully consider this draft memorandum and to forward any comments not later than 31st May. The final memorandum will be submitted to the Priorities and Planning Committee by June 15, after the P.M.'s return from the U.S.S.R. Separate letters to all the Deputy Ministers together with a further copy of this memorandum are being sent out immediately.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
May 10, 1971.

**Minutes of the 84th meeting of the Advisory Committee on
Northern Development held on Thursday, October 7, 1971 at
2:30 p.m. at Centennial Tower, 400 Laurier Avenue West Ottawa.**

Present:

Mr. H.B. Robinson, Department of Indian Affairs and Northern
Development (Chairman)

Dr. T.H. Anstey, Department of Agriculture
L/Cdr. M.H. Babcooke, Department of National Defence
Dr. A. Beaulnes, Ministry of State for Science and Technology
Mr. F.A.G. Carter, Privy Council Office
Mr. D.W. Dewar, Department of National Defence
Mr. H.A. Foster, Department of Supply and Services
Dr. W.H. Frost, Department of National Health & Welfare
Mr. E.L. Fytche, Treasury Board Secretariat
Mr. C.W. Gilchrist, Government of the Northwest Territories
Dr. J.M. Harrison, Department of Energy, Mines & Resources
Dr. T.G. How, Arctic Transportation Agency, M.O.T.
Mr. C. Hughes, Department of Communications
Mr. J.A. Langford, Department of Public Works
Mr. D.S. Loftus, Department of Communications
Supt. K.J. Parkins, Royal Canadian Mounted Police
Mr. G.T. Rayner, Treasury Board Secretariat
Dr. W.G. Schneider, National Research Council
Mr. R.F. Shaw, Department of the Environment
Miss V.A. Sims, Department of Manpower & Immigration
Col. W.B.S. Sutherland, Department of National Defence
Mr. G. Taylor, Department of Finance
Mr. H. Walker, Canadian Broadcasting Corporation
Mr. W.K. Wardroper, Department of External Affairs

Mr. L.A.C.O. Hunt, Department of Indian Affairs and Northern
Development (Secretary)

Also Present:

Mr. A.D. Hunt, Department of Indian Affairs and Northern Development

Mr. A.B. Yates, Department of Indian Affairs and Northern Development
Mr. D.A. Davidson, Department of Indian Affairs and Northern Development
Mr. G.S. Murray, Department of Indian Affairs and Northern Development
Mr. G.W. Rowley, Department of Indian Affairs and Northern Development
Mr. C.C. Hitsman, Department of Indian Affairs and Northern Development

I. Previous Minutes

The minutes of the 83rd meeting were adopted as read.

II. Northern Development Policy - Document ND-512

The Chairman recalled the Co-ordinating Committee discussion following the Cabinet's directive and referred to the current document ND-512 with particular reference to the recommendations, paras 17, 18 and 19. However, before specifically dealing with these recommendations the Chairman turned to item (b), the progress report on a government statement. He informed the Committee that as a first step the draft statement now in course of preparation would be sent confidentially to selected deputy ministers inviting their comments and criticisms. The two Commissioners would also be involved in this process. Although this method was time-consuming, he believed that it was best to deal with the statement in this fashion. This consultation process would take time, but if departments had any specific comments, they would be considered carefully. He acknowledged with thanks those comments already received.

The Chairman then referred to the recommendation in paragraph 18 of Document ND-512 and asked for comments.

Mr. Gilchrist noted that the working group did not include territorial representation, and asked if it should not be included.

Mr. Yates pointed out that it was first necessary to find a method of identifying within the federal budget the northern items of expenditure and their relationship to the northern objectives. Once they were identified the second phase of consultation would involve territorial governments. The working group proposed was for the first phase only.

Mr. Rayner indicated that Treasury Board would find this as a useful initial step which would serve as a meaningful base from which to start. He recognized that departmental co-operation was essential, but hoped that the procedures developed could successfully produce a mini-budget so that Ministers could see at a glance the overall financial structure for the north and its relationship to the objectives.

Dr. Schneider reminded the Committee of the consultation process that was necessary prior to the preparation of a mini-budget. For example, in "B" budget proposals the consultation process was essential.

Mr. Hunt agreed that this of course would be a function of the A.C.N.D. and confirmed that the working group was charged simply with the development of procedures for identifying expenditures and expenditure proposals so that the consultation phase would be provided with meaningful data.

Dr. How stated that the Ministry of Transport has been struggling with the matter of identifying northern items with some difficulty. He suggested that M.O.T. should be represented on the working group.

Dr. Anstey enquired as to whether only expenditures made in the north were involved, or whether funds used in the south for northern purposes were also to be considered. The Chairman responded that both should be considered.

Mr. Hughes asked that the Department of Communications be represented on the working group.

Dr. Frost asked that the Department of National Health and Welfare should be included on the working group.

Mr. Langford indicated that the Department of Public Works should also be represented.

Dr. Harrison suggested that the Department of Energy, Mines and Resources would like to be represented but believed it may be difficult to find the right person with the necessary expertise who could be made available.

Dr. Beaulnes stated that the Ministry of State for Science and Technology would like to have someone present at the sessions in order to keep in touch with those matters for which his Ministry is responsible.

Mr. Taylor said the Department of Finance would hope to maintain liaison with the working group.

Mr. Carter said the Privy Council Office has an interest in maintaining close contact with the working group.

The Committee approved the Recommendation No. 18 of Document ND-512 and that the working group would be made up of the following departments as full members:

Department of Indian Affairs and Northern Development

Ministry of Transport

Department of Communications

Department of National Health and Welfare

Department of Public Works

Treasury Board

The Committee also agreed that the following departments will maintain liaison with the full working group and, whenever possible, will send representatives to the sessions:

Department of Finance

Department of Energy, Mines and Resources

Privy Council Office

Ministry of State for Science and Technology

Territorial Governments

The above approval was given with the proviso that the working group will have the power to co-opt expertise when required.

The Chairman then read Recommendation No. 17 of Document ND-512, and suggested that members might consider at the same time the ideas set forth in paragraphs 11-15. He suggested that the recommendation in paragraph 11 for the formation of a steering group within the Main Committee might commend itself to the Committee. If there was agreement on this suggestion, the Chairman emphasized the need to keep

representation at the D.M. or A.D.M. level only. Exchange of views within a smaller group at the top level had certain advantages.

Dr. Harrison raised the question whether the creation of a steering group as suggested was not pre-empting the role of the Co-ordinating Committee.

Mr. Hunt explained that the main purpose of the Co-ordinating Committee was to relieve the Main Committee from discussing items on which policy was not necessarily involved. The steering committee on the other hand would turn its attention to priorities in the development field as directed by Cabinet, and at the highest level.

Dr. How agreed that there would be value in the establishment of a steering committee, it could steer items to the proper sub-committee and working group, follow-up and report back, besides carrying out informal discussions on northern policy. The committee to be effective should not exceed 10.

The Chairman indicated the committee would be a fairly compact group to deal with implementation of the broad policy implications of the Cabinet's directive. There would be times when the steering committee would be very active over a limited period. An agenda would be issued and a member would be free to attend, subject to his interest in the agenda. The Chairman envisaged the steering group as providing and maintaining the impetus as directed by Cabinet. A suggestion was made by several members that the Chairman nominate the committee.

Mr. Taylor expressed the view that the Department of Finance should be represented but could not promise the appearance of the D.M. or an A.D.M.

The Chairman recognized the problem but stated that he would prefer not to depart from this principle.

Mr. Carter indicated Privy Council Office approval as did Mr. Rayner for the Treasury Board, although he suggested that it might reduce the responsibilities of the Co-ordinating Committee.

Mr. Hunt believed there was a continuing role for the Co-ordinating Committee although some of its functions would be absorbed by the steering committee. He suggested that the terms of reference for the Co-ordinating Committee would have to be modified.

L/Cdr. Babcooke said the Department of National Defence was concerned over the interface between it and other departments in the north, and wanted information about the A.C.N.D. and its sub-committees.

Mr. Rowley pointed out that the terms of reference of the A.C.N.D. included the co-ordination of military and civil activities in the north.

The Chairman agreed that he could try his hand at nominating a group but in the light of these discussions he would prefer to speak to individual departments. He stated he was conscious of the territorial governments and how the subject matter will affect them. Calling meetings at short notice obviously causes problems for the territorial representatives. The first job of the steering committee would be to take a general look at the Cabinet directive with reference to guidelines. A general dialogue in the committee is required to indicate what needs to be done, and to decide whether a particular sub-committee or working group should tackle what problem. Quick agreement in the committee would permit the steering committee to be set up quickly.

The Committee found Recommendation No. 17 acceptable and approved it subject to any further comments to be forwarded quickly. The Committee agreed that the Chairman should personally nominate the steering committee by approaching the deputy ministers concerned individually.

The Chairman requested comments on paragraphs 12-15.

Mr. Hunt stated that all suggestions to improve the efficiency of A.C.N.D. would be welcome.

The Chairman hoped that the paper giving proposals for the reorganization of the A.C.N.D., its sub-committees and the Secretariat would be developed in time for the next meeting of the A.C.N.D. The Chairman also thought that Recommendation No. 19 made the Department of Indian Affairs and Northern Development responsible for co-ordination through the A.C.N.D. However, the A.C.N.D. could not assume matters which were clearly the responsibility of departments, but would provide the machinery for their co-ordination.

Mr. Rayner took this to mean that the A.C.N.D. would be the key instrument for co-ordinating all government activities in the north, but he questioned the relationship between an operating department and the A.C.N.D. in the event the department declined the thrust suggested to it by the A.C.N.D.

The Chairman agreed with Mr. Rayner's conclusion. In the hypothetical case of a department not accepting the recommendations of A.C.N.D. in connection with one of its programs, he confirmed that such a difference

would have to be resolved at Cabinet level. He added, however, that such cases should be rare if the A.C.N.D. is doing its job.

III. Northern Atlas Proposal - Document ND-513

The Chairman explained the history of this proposal, which had previously been considered by the Co-ordinating Committee and not approved in the form it was then presented.

Mr. Yates, amplifying the Chairman's remarks, explained that the present proposal differed from the earlier one in two significant areas. First, what was now proposed was simply a research phase to determine whether the production of a bilingual regional planning atlas by the University of Ottawa was realistic and practical, and second, what was now being considered was not simply an atlas after the model of the National Atlas, but a regional planning atlas for the Mackenzie Valley after the model of the recently produced Ontario Atlas.

Dr. Harrison, while he did not wish to comment on the principle of producing an atlas, he did refer to the Department of Energy, Mines and Resources and its mandate to produce national atlases, and the fact that much of the data for a northern atlas was now available to the federal cartographers.

Mr. Carter indicated that the Privy Council Office was interested in this project from its bilingual aspects, as it appeared to have international advantages.

Mr. Yates emphasized the regional aspect of this atlas, and pointed out that other Provinces, notably British Columbia and Ontario, had to produce their own resource atlases. However, this project would involve \$20,000 - \$25,000 only in its first phase, and should the proposal by the University of Ottawa prove unsatisfactory, the further phases would be cancelled. He pointed out that this series would be on a larger scale than the National Atlas and would contain more detailed information such as the environmental information now being collected. There were side advantages for pipeline purposes and Canadian land inventory input. All this would be useful in view of the growing importance of the Mackenzie Valley.

The Chairman pointed out that the results of the first phase would be brought back to the Committee for subsequent consideration. Although reservations were held by some members of the Committee with respect to this project, it was agreed that the first phase might proceed.

IV. Report by Chairman, Sub-Committee on Science and Technology

Dr. Harrison gave a verbal report on the work of the Sub-Committee on Science and Technology. He spoke on two major issues which are currently being dealt with.

First, the development of scientific guidelines by which departments can organize their research programs. This will result from a seminar to be held in February 1972, with participants from Government, Industry and University. The purpose of the seminar can be stated as -

“To assist with developing guidelines and priorities for scientific activities in Northern Canada that could enhance programs related to the people, the environment, renewable resources, and non-renewable resources in that order of importance”.

When completed, the guidelines will be submitted to the Advisory Committee on Northern Development.

Secondly, scientific exchange program with the U.S.S.R. The sub-committee has been studying ways and means to introduce a satisfactory exchange program dealing with Arctic research problems. This follows the directions from Cabinet, resulting from the abortive scientific conference and discussions at the Ministerial level in the U.S.S.R. and Canada with Mr. L.N. Yefremov, First Deputy Chairman, State Committee for Science and Technology of the U.S.S.R. Council of Ministers.

V. Other Business

On a question about geographic names, the Secretary announced that new and up-to-date gazetteers for the Yukon and Northwest Territories are now in course of preparation and will be published within a few months.

L.A.C.O. Hunt,
Secretary.

Department of Indian Affairs and Northern Development
October 18, 1971.

Appendix: ACND Sub- and Coordinating Committees

Graham Rowley²⁷⁵

The Construction Sub-Committee

After visiting the Mackenzie District in the summer of 1947 as a member of the Northwest Territories Council, Dr. Keenleyside had remarked on the confusion in certain settlements, where departments were competing against one another for local labour, suitable building sites, and transportation of building supplies. He established a sub-committee on the coordination of federal construction in the north at the first meeting of the A.C.N.D. and it continued to meet even during the period when the A.C.N.D. itself was dormant. The membership was not however sufficiently senior to consider matters of general policy.

As part of the re-structuring of the A.C.N.D. by General Young, a Construction Sub-committee was established. The Director of the Building Research Division of the National Research Council was to be chairman, but when General Young became Deputy Minister of Public Works, he withdrew in his favour so that the chairman could be from an operating department.

General Young brought the same effectiveness to the Sub-committee that he had to the A.C.N.D. itself. All departments active in the north were asked each fall to send details of the northern construction projects they proposed for the next year to the Secretary. They were then re-grouped by settlements. If a disproportionate amount of construction was planned for any settlement, adjustments were made. At each settlement a single department, usually that with the largest program there, was made responsible for supervising all federal construction at that settlement that year. In this way construction was limited to what a settlement could handle effectively, and local competition between departments was avoided. At the end of the construction season progress was reported and the situation at each settlement was reviewed.

The Construction Sub-committee played a valuable role also in assessing the need for housing in the north, in the allocation between departments of federal housing, in the provision and standardization of electricity generating capacity, in the identification of problems for research, and in planning the development of roads in the northern territories. It became in effect a forum for the consideration of the special problems faced by government engineers in the north.

The need for the Sub-committee continued for many years but it became progressively less important after the Department of Public Works decentralized its

²⁷⁵ The following description is drawn from Graham W. Rowley, *The Role of the Advisory Committee on Northern Development in the Development of Policy and the Coordination of Federal Government Activities in Northern Canada* (Ottawa: Department of Indian Affairs and Northern Development, Circumpolar & Scientific Affairs Directorate, March 1992), 29-36.

operations, with northern matters being handled by the Edmonton office, which then became in a better position to coordinate most northern construction. Another factor was the increase in activities and capabilities of the agencies responsible for construction, roads, and administration in the Department of Indian Affairs and Northern Development and in the territorial governments.

The Transportation Sub-Committee

A sub-committee on transportation was established along with a sub-committee on the coordination of construction, at the first meeting of the A.C.N.D. It was chaired by the R.C.A.F. Air Member for Technical Services, and had been very active at first. It settled many current working difficulties but the members had not been sufficiently senior to determine general policy. In the restructuring of the A.C.N.D. under General Young, a Transportation Sub-committee was established with the Deputy Minister of Transport as chairman.

Because of the long distances in the north, transportation is unusually important. After the Second World War the small volume of commercial freight along the Mackenzie River and the Arctic coast and in the Eastern Arctic was dwarfed by large but probably not recurring defence requirements, and the Sub-committee was faced with a number of important issues in both sea and air supply. One was the provision of shipping and ice-breaking capacity so that Canada would no longer have to rely on the United States for the supply of the Joint Arctic Weather Stations and other installations in northern Canada. Another was the need for better hydrographic information and other aids to navigation. In order to handle the substantial and increasing amounts of fuel required in the north for heating, generating electricity, mechanical transport, and aviation, arrangements had to be made for special shipping and for oil storage tanks at northern settlements.

A corresponding situation existed in air transportation. In most of the north there were no scheduled air services. Bush aircraft could be chartered at only a handful of northern settlements, none of which were in the Eastern Arctic. Much of the infrastructure had been built by the United States during the Second World War and there were questions of responsibility for the operation of airfields both between Canada and the United States, and between the Department of Transport and the Department of National Defence.

After a number of major policy decisions had been reached by the Sub-committee and approved by the A.C.N.D., such matters as receiving departmental transportation requirements each year and chartering the necessary shipping became routine Department of Transport procedures. New problems however continued to arise as, for instance, in providing for the transportation needs of the D.E.W. Line in both the construction and operating phases and ensuring that Canadian companies received, and were able to provide, a suitable share of the resulting business.

The Transportation Sub-committee continued to exist, though meeting less frequently, throughout the life of the A.C.N.D. The need for coordination at the

A.C.N.D. level decreased however owing to the transfer of H.M.C.S. *Labrador* to the Department of Transport, the establishment of first the Canadian Coast Guard, and later the Arctic Transportation Authority within the Department of Transport, together with the transfer of the more important northern airfields to the same department, and the great expansion of commercial aviation in the north.

The Administration Sub-Committee

The Administration Sub-committee was the least successful of the four sub-committees established when the A.C.N.D. was re-structured in 1953. A Sub-Committee on General Administration had been formed in 1952 under the chairmanship of the Director of the Northern Administration and Lands Branch of the Department of Resources and Development to deal with current problems that did not merit the attention of the A.C.N.D. itself, but only one meeting had been held. The new Administration Sub-committee was chaired by the Commissioner of the R.C.M.P., who was also a member of the Northwest Territories Council, and had a more senior membership. Its terms of reference authorized it to study and recommend improvements to the government administrative machinery in the north, to examine government employment practices in the north and specifically the employment of native people, to propose government policies with regard to the Eskimo people [Inuit], and to consider reports on U.S. activities in the Canadian North and recommend measures which would contribute to the maintenance of Canadian sovereignty in the area.

The Sub-committee was at first very busy, dealing with such diverse issues as the appointment of members of the R.C.M.P. and certain officials as Canadian customs and immigration officers at many northern settlements as a legal demonstration of Canadian sovereignty, the procurement and distribution of foreign publications on the North, and the need for a defined government policy in accordance with which contacts between Inuit and non-[Inuit] could be controlled. This level of activity, however, declined rapidly. One reason was certainly a rapid expansion in the size and capabilities of the staff of the Department of Northern Affairs and National Resources in both Ottawa and the North. The Northern Administration Branch of the department saw itself as the administrative authority and tended to act unilaterally without consulting others or, if another department were unavoidably involved, with that department alone. It did not refer issues to the A.C.N.D. One result was that such matters as northern allowances were discussed by the department with the Treasury Board staff officer in whose province the department fell. Other departments followed the same practice with their Treasury Board staff officers, and a number of different scales evolved—a certain source of discussion and discontent among federal employees in northern settlements.

The Northern Administration Branch also considered matters affecting the Inuit people to be its exclusive responsibility and did not encourage discussion of Inuit affairs or the evolution of native policies through the A.C.N.D. With so little placed

before it, the Administration Sub-committee did not survive after Commissioner Nicholson resigned from the R.C.M.P.

The Research and Development Sub-Committee

When the A.C.N.D. was established there was little need for a scientific sub-committee because most scientific work in the north was reviewed regularly by the Defence Research Board's Arctic Research Advisory Committee of which Dr. Keenleyside was already chairman. In the restructuring of the A.C.N.D. under General Young a Research and Development Sub-committee was one of the four permanent sub-committees. It was to be chaired by the Deputy Minister of Resources and Development and would take over many of the responsibilities of the Arctic Research Advisory Committee, but with service representation at a higher level. The Defence Research Board Committee then limited its interests to military-related research, but the Research and Development Sub-committee did not assume the responsibilities assigned to it. It was probably a mistake for the Chairman of the A.C.N.D. to chair one of its sub-committees as well, and for the chairman of a committee that was essentially scientific to come from a department that was becoming much more concerned with administration than with science, particularly after the Geological Survey and several other scientific agencies had been moved out of the department.

In 1958 the need for greater scientific involvement in the North led to the A.C.N.D. itself taking the initiative in establishing a major continuing scientific undertaking...—the Polar Continental Shelf Project—and this was certainly one of the reasons that the A.C.N.D. requested the Secretary to prepare a paper on the coordination of northern science, with a view to reactivating the Research and Development Sub-committee. The Secretary's paper reviewed federal government research in the North, reported that the coordination of northern science was adequately covered in the existing terms of reference of the Sub-committee, recommended the membership should include the Fisheries Research Board, and suggested the Sub-committee be renamed the Scientific Research Sub-committee to exclude social and economic development. The A.C.N.D. accepted the paper and appointed as chairman Dr. W.E. van Steenburgh, who soon after became Deputy Minister of Mines and Technical Surveys.

The Scientific Research Sub-committee met, though somewhat sporadically, from that time on and appears ... to have been the last element of the A.C.N.D. to remain active. Many scientific issues were processed through the Sub-committee and its advice was frequently sought, even on such matters as when hunting might be resumed in the Fort Smith area following an outbreak of anthrax, and the measures to be taken to determine the extent to which the Inuit were being affected by strontium 90 fallout from atmospheric testing of nuclear weapons. Other subjects it considered included the attitude to be adopted to foreign scientific parties planning to work in the Canadian north, the need to continue the requirement for Scientists and

Explorers Licenses to cover research in the Northwest Territories, and scientific cooperation in the north with other countries, especially the United States and later the U.S.S.R. The degree of support to be given to various projects proposed by the Arctic Institute of North America became a perennial topic.

Some of the measures initiated by or through the Sub-committee had a far reaching influence on Canadian northern research. On a recommendation of the Sub-committee the Department of Northern Affairs and National Resources instituted a program of grants to Canadian universities and expeditions to encourage young scientists to work in the North. This has been continued in the Northern Scientific Training Program which has supported so many of the northern scientists and other professionals now working for the federal and territorial governments, Canadian universities, and native organizations. The lack of scientific facilities in the north led the Sub-committee to propose that the government build the Inuvik Research Laboratory to support government, university, and other scientists working in the Lower Mackenzie Valley. Some years later the Subcommittee, which had changed its name to the Sub-committee on Science and Technology, concluded that Igloolik would be the most suitable site for a corresponding facility in the Eastern Arctic and its recommendation was followed by the construction of the Igloolik Research Laboratory.

As government and other programs in the North expanded, the Sub-committee became concerned that their scientific requirements were not being fully met and concluded that there should be a better understanding of Northern science in relation to the needs of the North. Accordingly a seminar of scientists with northern experience was held at Mont Gabriel in the fall of 1972 to review the current state of Northern research, to discuss the needs of the North, and to indicate how research might be pointed in directions that would be of most benefit to the government's national Northern objectives. This resulted in the formulation of Northern scientific guidelines.

Following the Mont Gabriel seminar, the Sub-committee became involved in attempting, with only limited success, to arrange cooperation in Northern science with the U.S.S.R. It also reviewed scientific facilities in the North, determined government needs and prepared detailed plans for laboratories in the Yukon, at Yellowknife, and in the Arctic Archipelago, but failed to persuade the government to make provision for them. The Sub-committee remained active as late as the end of 1977.

The effectiveness of the Sub-committee depended very largely on its chairman. It was not enough simply to pass on the recommendations of the Sub-committee; the chairman had to be an advocate for them. At least in theory he had access to the A.C.N.D. and its chairman. After the Secretariat was moved to the Northern Economic Development Branch, he alone had this access. The more approved route through the Coordinating or General Committee rarely led anywhere.

Other Sub-Committees and Working Groups

Towards the end of the useful life of the A.C.N.D, a new sub-committee was formed. It was originally named the Executive Coordinating Committee, but this was changed to the Coordinating Committee, or sometimes Sub-committee. Later its name was changed again to the General Committee. The uncertainty about its name was matched by uncertainty about its purpose and direction. The original object was that it should take the weight off the A.C.N.D. itself, by resolving matters at a lower level, though the A.C.N.D. could not have been described as being overburdened at the time. The proposed terms of reference for the new committee gave rise to considerable discussion at the committee itself, and many important matters, such as its relationship to the other sub-committees remained unresolved. The obfuscatory minutes may well reflect the nature of the committee's discussions on its purpose and how it should operate. A particularly unfortunate result of the committee's establishment was that northern policies were no longer considered at the deputy minister level except in the Department of Indian Affairs and Northern Development, and sometimes not even there.

It is unnecessary to examine in detail the work of the committee as it appears to have had little effect on government policies, and in any event the files are incomplete, lacking the minutes of several of the later meetings. At least twenty-nine meetings were held: six in 1970; four in 1971 and 1972; five in 1973; four in 1974 and 1975; and two in 1976. The Chairman was at first the Assistant Deputy Minister for the Northern Development Program in the Department of Indian Affairs and Northern Development, but he was replaced by the Assistant Deputy Minister for Corporate Affairs of the same department in 1973. The meetings were characterized by bulky agendas and very large attendance, usually between thirty and forty comparatively junior officials. With so many taking part in the discussions, few firm decisions could be reached. It seems also that the practice of the A.C.N.D. Secretariat, which had become a part of the Northern Economic Development Branch of the Northern Program, was to copy any material on the North and forward it to all the members of the Coordinating Committee for formal discussion. It was a far cry from the original intention of the Secretary to the Cabinet that many matters would be settled by telephone between the Committee Secretary and members of the A.C.N.D. A further weakness in the A.C.N.D. Secretariat was failure to follow-up matters raised in the Committee to see if any action was agreed and, if so, to ensure that it was taken.

One subject that occupied much of the time of the Committee, and must have resulted in countless hours of work throughout the government, was the preparation of an annual Northern expenditure plan it had itself proposed. It gave details each year of all expenditures on the North planned by federal government departments for the next year according to which of several loosely defined national Northern objectives they were intended to be directed towards. An internal committee review admits that it was not being used by departments, Treasury Board, or the Cabinet in

taking decisions on resource application and had therefore limited value. Nevertheless it continued to be produced in much the same form until 1982, when the Annual Northern Expenditure Plan for 1983/84 was published together with the Report on Government Activities in the North for 1982/83 but no longer under the auspices of the A.C.N.D. The Annual Report on Government Activities was discontinued in 1984. A much shorter Annual Northern Expenditure Plan is still published by the Department.

The protracted sessions and inconclusive discussions resulting from over-large attendance at this and other sub-committees was discussed by the Deputy Minister of Indian Affairs and Northern Development at a meeting with sub-committee chairmen in January 1976, which was more than four years after the last meeting of the A.C.N.D. It was agreed that smaller attendances of more senior officials were required and that the A.C.N.D. itself, now called the Policy Committee, would meet regularly to deal with items referred to it by the sub-committees and to review and direct their work. The files do not however contain minutes of any subsequent meetings of the General Committee, nor could I find any record of the Policy Committee ever having met.

There can be little doubt that the Coordinating/General Committee was ill-conceived. The main object of the A.C.N.D. was to coordinate federal government policy in the north. This was not a responsibility it could properly delegate. Many matters were, however, referred to the Coordinating Committee that could have been handled more effectively and more expeditiously by a responsible Secretariat; others of a technical nature could have been dealt with by the departments concerned through normal interdepartmental channels.

A more serious objection is that, instead of acting as a filter to protect the members of the A.C.N.D. from matters of little significance, it could block important issues from reaching them. For instance, *Northern Canada in the 70's*, Mr. Chretien's statement on 28 March 1972 to the Standing Committee on Indian Affairs and Northern Development on Government policy in the North, affirms that the needs of the Native people in the North are more important than resource development, and that the maintenance of ecological balance is essential. This represented a very important change in government thinking but neither it nor the Cabinet's deliberations that preceded it appear to have been brought to the attention of the A.C.N.D. itself. It is also remarkable that matters affecting the Native people were seldom raised except in the context of employment of Northern residents, and that, despite the large attendance at meetings, the Department of the Secretary of State was not represented. It could have been concluded from the minutes that the practices of the Northern Development Program and the policies of its Minister were pointing in different directions.

A number of other sub-committees and working groups were formed from time to time to consider special topics. At first they were few. When problems arose that

could not be settled immediately, the A.C.N.D. usually instructed the Secretary to explore the matter further, either directly or by calling a meeting of those most concerned, and to recommend an agreed solution. The decision to relocate Aklavik however brought a number of comparatively minor recurring matters, and a special sub-committee was formed to supervise the undertaking until the construction of Inuvik was complete. A Public Information Sub-committee was also set up but, once policy matters were settled, was not recalled. More enduring was the Sub-committee on Communications which was of particular value when the rearward telecommunications for the Ballistic Missile Early Warning System were being planned and their coordination with civilian systems was under discussion.

It was not however until late in the history of the A.C.N.D. that the number of sub-committees and working groups began to expand rapidly. According to the *Annual Report on Government Activities in the North for 1970*, the Transportation, Science and Technology, and Communications Sub-committees were re-activated and a number of working groups established. Two years later three more sub-committees are reported to have been formed: an Interdepartmental Coordinating Committee in Yellowknife, presumably to provide local coordination of federal activities in the Northwest Territories, like the Yukon committee in Whitehorse; a Sub-committee on the Employment of Native Northerners; and an Environmental Committee on the Mackenzie Valley Highway.

In the fiscal year 1973/74 a Federal-Territorial Economic Planning Committee was added and the A.C.N.D. is said to have included under its jurisdiction the Interdepartmental Committee on Northern Roads. The next year saw three more A.C.N.D. committees: the Advisory Committee on Canadian Content in Oil and Gas Operations on Canada Lands; a Federal-Territorial Regional Planning committee; and a Mackenzie Delta Development Committee. The same year the term Sub-committee was dropped.

From this time on there was little change. The *Annual Reports on Government Activities in the North* continued to list all the committees. In that for 1975/76 the A.C.N.D. was described as "a structure of specialist committees with sectoral responsibilities." The next year it is stated that "A.C.N.D. provides through a committee structure the mechanism for interdepartmental planning and coordination of federal policies and programs pertaining to the Canadian North." Many readers will recognize the language. In the absence of any record of achievements, from the way in which each report was almost a copy of the previous year's and from the failure of the A.C.N.D. or its Policy Committee to meet, it must be assumed that the A.C.N.D. itself no longer existed. Some of the Committees no doubt survived, but their decisions could not be endorsed by and receive the powerful support of the A.C.N.D. The A.C.N.D. structure, without a head, had become a maze, and was of no use to them.

Editors' Note on Source Material

Currently, there is no single collection containing all of the records of the ACND. Several large collections exist (particularly the various Government of Canada departmental files held at the Library and Archives Canada in Ottawa), but they suffer from two drawbacks. First, access remains restricted to many files. Second, each of the archival collections is incomplete. As such, researchers interested in the ACND should consult multiple collections in their search for evidence.

As the following chart indicates, compiling a complete run of the Main Committee's minutes necessitated consulting several distinct record groups held at Library and Archives Canada and the Department of National Defence's Directorate of History and Heritage in Ottawa.

| Meeting(s) | Archive | Reference |
|------------|---------|--|
| 1- 5 | LAC | RG2 B-2 vol 6183 file A-25-5-M pt 1 |
| 6-20 | DHH | 73/1223/1801 Raymont Collection box 89 |
| 21-33 | DHH | 73/1223/1802 Raymont Collection box 89 |
| 34-37 | LAC | RG2 B-2 vol 6183 file A-25-5-M pt 3 |
| 38-40 | LAC | RG2 B-2 vol 6183 file A-25-5-M pt 4 |
| 41-43 | DHH | 73/1223/1803 Raymont Collection box 89 |
| 44-49 | LAC | RG2 B-2 vol 6183 file A-25-5-M pt 4 |
| 50-53 | LAC | RG2 B-2 vol 6183 file A-25-5-M pt 5 |
| 54-59 | DHH | 73/1223/1804 Raymont Collection box 89 |
| 60 | LAC | RG 24 vol 21410 file CSC 1853:3 pt2 |
| 61-62 | LAC | 73/1223/1804 Raymont Collection box 89 |
| 63 | LAC | RG 24 vol 21410 file CSC 1853:3 pt2 |
| 64-65 | DHH | 73/1223/1804 Raymont Collection box 89 |
| 66-69 | LAC | RG 22 vol 1247 file S-87-3-1A pt 8 |
| 70 | LAC | RG 85 Acc. 1989-90/233 box 15 |
| 71- | LAC | RG22 vol 1247 file S-87-3-1A pt 8 |
| 72-75 | LAC | RG 22 vol 1247 file S 87-3-1 A pt 9 |
| 76 | LAC | RG 85 Acc 1989-90/233 box 15 |
| 77 | LAC | RG 22 vol 1247 file S 87-3-1 A pt 9 |
| 78 | LAC | RG 85 Acc 1989-90/233 box 15 |
| 79 | LAC | RG 22 vol 1247 file S 87-3-1 A pt 9 |
| 80-81 | LAC | RG 22 vol 1248 file S 87-3-1 A pt 10 |
| 82 | LAC | RG 85 Acc 1989-90/233 box 15 |
| 83 | LAC | RG 22 vol 1248 file S 87-3-1 A pt 10 |
| 84 | LAC | RG 85 Acc 1989-90/233 box 15 |

Researchers should be aware that the file series listed above contain duplicate copies of the meeting minutes. While some of the records are complete, copies in other files

contain redacted sections.

Furthermore, these files contain little or no supporting documentation related to the ACND, such as the dozens of additional files containing the secretary's memoranda and correspondence between committee members. Several of the notable files are listed below. Please note that LAC lists many of these files are "restricted" even though this is no longer the case.

These files (listed below) are subject to the following classification or access codes:

- 12** These records have been withdrawn for custodial purposes.
- 30** Restricted. Records contain information that currently qualifies for exemption under the provisions of the *Access to Information Act* and the *Privacy Act*.
- 31** These records were originally restricted by the federal government's former access policy as defined in the Cabinet Access Directive (1977) and must be reviewed in accordance with the *Access to Information Act* and the *Privacy Act* before being made available for research.
- 32** Restricted. The terms of the the *Access to Information Act* and the *Privacy Act* apply to these records and they must be reviewed in accordance with the provisions of the legislation before being made available for research.
- 90** Open. Records are available for consultation without restriction.

| Reference | Year(s) | Restriction |
|---|-----------------|-------------|
| RG 85 D-1-A vol 300 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pt 1, 3 | 1948-1949, 1953 | 32 |
| RG 2 B-2 vol 243 file A-25-5 file Arctic and Northern Canada - Advisory Committee on Northern Development | 1948-1951 | 32 |
| RG 2 B-2 vols 6181 file A-25-D Agenda and Supporting Documentation for meetings of the Advisory Committee on Northern Development (multiple unnumbered parts) | 1948-1956 | 90 |
| RG 2 B-2 vol 122 file A-25-5 file Arctic (and Northern Canada)-Advisory Committee on Northern Development 1949 | 1949 | 90 |
| RG 2 B-2 vol 210 file A-25-2 file Arctic (And Northern Canada) - Advisory Committee On Northern Development | 1952 | 32 |

| | | |
|--|----------------|--------------------|
| RG 85 D-1-A vol 333 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pts 4-5 | 1953-1954 | 90 |
| RG 85 D-1-A vol 376 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pt 6 | 1954 | 32 |
| RG 85 D-1-A vol 414 file 1009-3 Advisory Committee on Northern Development pt 7 | 1955 | 90 |
| Reference | Year(s) | Restriction |
| RG 85 D-1-A vol 552 file 1009-3 Advisory Committee on Northern Development pt 8 | 1955-1956 | 32 |
| RG 85 D-1-A vol 552 file 1009-3 Advisory Committee on Northern Development pt 8 | 1955-1956 | 32 |
| RG 85 D-1-A vol 650 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pt 9 | 1955-1957 | 32 |
| RG 2 B-2 vols 6181-6182 file A-25-D Agenda and Supporting Documentation for meetings of the Advisory Committee on Northern Development (multiple unnumbered parts) | 1956-1959 | 90 |
| RG 85 D-1-A vol 466 file 1009-3 Advisory Committee on Northern Development pt 10 | 1957-1958 | 32 |
| RG 85 D-1-A vol 509 file 1009-3 Advisory Committee on Northern Development pt 11 | 1958-1959 | 90 |
| RG 85 D-1-A vol 650 160 file 1009-3 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pt 12 | 1959-1960 | 32 |
| RG 85 D-1-A vol 1063 file 1009-3 Advisory Committee on Northern Development (A.C.N.D.) pt 13 | 1960 | 32 |
| RG 85 D-1-A vol 2157 file 1009-3 Advisory Committee on Northern Development – General File pt 14-15 | 1960-1963 | 90 |
| RG 85 D-1-A vol 1928 file 1009-3 Advisory Committee on Northern Development pts 16-17 | 1963-1964 | 32 |
| RG 85 D-3-A vol 1929 file 1009-3 Advisory Committee on Northern Development pt 19 (reel T-14215) | 1965 | 90 |
| RG 85 D-1-A Acc 1997-98/076 GAD box 160 file 1009-3 Advisory Committee on Northern Development - General File pts -19a-20 | 1965-1966 | 32 |
| RG 85 D-1-A Acc 1997-98/076 GAD box 161 file 1009-3 Advisory Committee on Northern Development - General File pts -21-24 | 1966-1970 | 32 |
| RG 24 G-1 box 23781 file Advisory Committee on Northern Development - Northern development 1971-81 pts 1.1-2.2 | 1969-1980 | 32 |

Further Reading

The indispensable overview on the ACND is Graham W. Rowley, *The Role of the Advisory Committee on Northern Development in the Development of Policy and the Coordination of Federal Government Activities in Northern Canada* (Ottawa: Department of Indian Affairs and Northern Development, Circumpolar & Scientific Affairs Directorate, March 1992).

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The *Annual Reports on Government Activities in the North*, issued from 1954-1983/84, also offer important insight in the range of official activities during this era.

About the Editors

P. WHITNEY LACKENBAUER, Ph.D., is Canada Research Chair (Tier 1) in the Study of the Canadian North and Professor in the School for the Study of Canada at Trent University, as well as Honorary Lieutenant-Colonel of the 1st Canadian Ranger Patrol Group based in Yellowknife. His recent books include *Breaking the Ice Curtain? Russia, Canada, and Arctic Security in a Changing Circumpolar World* (co-edited, 2019); *China's Arctic Ambitions and What They Mean for Canada* (co-authored 2018); *Canadian Armed Forces Arctic Operations, 1945-2015: Historical and Contemporary Lessons Learned* (co-edited, 2017); *Roots of Entanglement: Essays in Native-Newcomer Relations* (co-edited 2017); *Two Years Below the Horn: A Canadian's Experiences in Antarctica, 1944-46* (co-edited 2017); and *One Arctic: The Arctic Council and Circumpolar Governance* (co-edited 2017).



DANIEL HEIDT, Ph.D., is the Research and Administration Manager at the Centre on Foreign Policy and Federalism. His books include *Cold Science: Arctic Science in North America during the Cold War* (co-edited with Stephen Bocking, 2019); *Reconsidering Confederation: Canada's Founding Debates, 1864-1999* (edited, 2018), and *Two Years Below the Horn Operation Tabarin, Field Science, and Antarctic Sovereignty* (co-edited with P. Whitney Lackenbauer, 2017). He and Lackenbauer are currently finishing a co-authored book on the history of Joint Arctic Weather Stations in the High Arctic.



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