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ROAD TRANSPORT IN THE PIONEER NORTH

The problem of transportation in the Yukon and Northwest Territories was the subject of a paper presented recently, at the Canadian Transportation Research Forum, by Mr. E.R. Weick, Research Economist, Department of Northern Affairs and National Resources. The following is a partial text:

The history of road transportation in the North is quite recent, and for a long time the Yukon and Northwest Territories depended almost completely on other modes, both for internal and external transport.

Water transport has been, and still is, very important. Stern-wheelers regularly plied the Yukon River between Whitehorse and Dawson City from the time of the Gold Rush until 1955, providing virtually the sole means of internal transport in the area. Water transport has also been important in linking the Yukon with the South since Gold Rush days. Coastal vessels connect southern ports such as Vancouver with the Alaskan port of Skagway, which is the coastal terminus of the British Yukon Railway, a division of the small but complex White Pass and Yukon system. In the N.W.T., speaking of the region as a whole, water transport by tug and barge on the Mackenzie River system and by ocean vessel operating along the coast and in the Arctic Islands is still the most important mode of internal and external freight transport. This is no longer so everywhere in the territory, however, as road transport, and, more recently, rail transport, are making their presence felt in particular areas.

ROLE OF AIRCRAFT

Air transport has also been very important. Over the years, its function has changed remarkably. In the halcyon days of the bush-pilot, it was a dramatic

instrument for rolling back the frontiers. There are still bush-planes and bush-pilots in the North - and, indeed, they will play a necessary role for many years to come. However, something else has been developed - quite rapidly - which today is of far greater consequence. Regular scheduled passenger services are now available to most parts of the North with aircraft comparable in quality to those flown on many mainline services in the more populated parts of the continent. In a region as vast as the North, the aircraft is still indispensable for moving people and high value goods.

FIRST TERRITORIAL ROADS

Roads linking the territories with the developed parts of Canada were built mainly during times which may soon, if they are not already, be regarded as "historic". Moreover, they were built for purposes which either no longer really apply or are very secondary to the main present-day usage of the roads. Thus the Alaska Highway was built during the Second World War as a military road.... As a military road - which it still officially was until April 1, 1964 - the Alaska Highway hardly counts any more. Since the end of the war, it has played a growing civil role in the north-northwest. While it must still have some military implications..., these have tended to fade very much into the background as other means of providing logistic support to Alaska have been devised.

The Mackenzie Highway, which connects the southern fringe of the Mackenzie District of the N.W.T. with the Edmonton and Peace River regions of Alberta, like the Alaskan Highway, had rather specialized and limited beginnings. It started as a

winter road suitable for "cat-trains" in 1938, but by 1940 it had been sufficiently improved to permit some use by highway vehicles. It was completed as a year-round road to Hay River shortly after the war, and was extended to Yellowknife in 1961. However, only quite recently has it become a good-quality gravel highway, with the rebuilding of the Alberta section under the Roads-to-Resources Programme.

CONSTRUCTION IN PAST DECADE

The internal road systems of the territories are mainly of more recent development. Much of their mileage has been built only during the past decade. Greater progress has been made in the Yukon than in the N.W.T. with regard to internal road development. The backbone of the Yukon's internal road system was completed during the 1950s....

In the N.W.T., the development of permanent internal roads has not progressed very far. The earliest internal roads were portage roads built in connection with water transport on the Slave and Bear Rivers. Other permanent roads have been developed in connection with specific mines, for example Rayrock and Pine Point, and to give access to Wood Buffalo Park. Currently, a road is being built from the Pine Point road to Fort Smith.

A few comments might be pertinent here on why it is that the Yukon has about 2,000 miles of permanent internal roads and the N.W.T. only about 500 miles despite the fact that the latter is about six times as big. One factor accounting for this is the relatively early existence of the Alaska Highway as a fully-developed road. The fact that access out of the Yukon existed even during the war sparked demands for an extension of this access to off-highway points. Another factor is the prominence of Whitehorse in the Yukon - there is no place in the N.W.T. which has equivalent status. There is a substantial community of interest between Whitehorse and other Yukon centres. That inter-community connection by road should exist is only logical in view of this. The Yukon is also more advantageously structured politically than is the N.W.T. It is a relatively cohesive body, whereas the N.W.T. is unwieldy, and it has a resident commissioner. There is a more evident spirit of common purpose.

IMPORTANCE OF MINERAL DEPOSITS

An explanation of the relative degree of road development might also be sought in the nature and magnitude of mineral exploitation. For many years now a principal mineral product of the Yukon has been lead-zinc concentrate from Mayo, a commodity with a high weight-to-value ratio. Volumes have not been large enough to warrant extending the railroad north from Whitehorse, and water transport, owing to seasonality and the difficulties of navigating the Yukon River, has never really been suitable for the movement of bulky mine products. Under these circumstances, road transport of the kind that has developed provided a compromise solution. With the construction of the Whitehorse-Mayo road in 1951, a backbone for a territorial road system was provided.

In the N.W.T., on the other hand, the principal hard-rock minerals exploited in the past have tended

to have very low weight-to-value ratios. One thinks of gold and fissionable materials from Great Slave and Great Bear Lakes. Such products lend themselves to air transport, which has, indeed, been the means used to bring them to market. Petroleum from Norman Wells is also a traditional mineral product of the N.W.T., but the Mackenzie River has provided an adequate means of transporting it.

The cost of building the internal roads of the territories has varied considerably with standard of construction, but cost levels per mile have not differed much between the territories for similar kinds of roads. However, there will likely be significant differences in cost levels when roads are built over the tundra of the N.W.T. and over areas of substantial permafrost. So far, very little permanent road mileage has been built over such terrain.

The N.W.T. has vast numbers of lakes, a feature relatively absent in the Yukon. This is probably a reason why winter roads, which are most easily built over lake or river ice, have been used much more extensively in the N.W.T. The total mileage of such roads varies considerably from year to year, owing to shifts in activity on the frontier. Some have become almost permanent in the sense that they are rebuilt winter after winter - for example, the road from Yellowknife to Tundra Mines. One of the most impressive winter-road projects of recent years is the construction of a road to parallel the full length of the Mackenzie River, all the way to Inuvik.

VARIETY OF WINTER ROADS

Winter roads vary in quality from those which can accommodate only a single "cat-train" creeping along at three or four miles an hour to those permitting the use of highway tractor-trailers travelling at nearly highway speeds. The methods of building such roads depend on their intended use. Some of the better winter roads of the Great Slave Lake region are built by pulling an ordinary farm harrow and some heavy packing equipment back and forth along the right of way with a half track "bombardier" vehicle. Maintenance is usually conducted by using wing plows. If a road of this type has been properly located in the first place, so that most of it lies over the ice of frozen lakes, real difficulty in maintenance might be encountered only because of drifting at portages.

Currently there are no roads which link the Yukon with the N.W.T., nor indeed, in view of traditional communities of interest and established transport lines, can there be much justification for the development of such roads. Except for its southernmost section, the old Canol Road, built between Norman Wells and the Alaska Highway during the war in connection with the refinery-pipeline project, has long been abandoned. Because of the low quality of its construction and very steep gradients its usefulness as a civil road would have been limited in any event.

LAG IN TERRITORIAL ROAD BUILDING

Even though road construction has proceeded quite rapidly during the past decade or so, the territories are far behind the rest of Canada in the degree to

SKIING IN WESTERN CANADA'S PARKS

The following is a partial text of a speech recently made by Mr. Arthur Laing, Minister of Northern Affairs and National Resources, to the Pacific Northwest Ski Areas Association, Mount Hood National Forest, Oregon, U.S.A.:

...On September 18, 1964, I had the pleasure, as the minister responsible for the administration of Canada's national parks, to make a policy statement on the preservation, development and administration of these magnificent areas. The statement expresses the Government's opinion on the best manner in which the parks can be operated, developed and administered to serve the public interest.

The statement was, of course, only the beginning of a long line of definitive pronouncements on the direction in which the Government saw the parks developing.

The policy is a broad statement of principles intended as a guide to our Canadian park administrators. It must, of necessity, take into account a vast range of conditions and be valid, generally, for many years to come. There are cases where a very important policy principle can be stated quite briefly. Our parks contain areas that are accessible and provide excellent skiing. It is claimed by many that our national parks are better endowed with such areas than are lands outside the parks. In the interest of providing enjoyment, healthful recreation and opportunities to develop physical fitness, skiing is encouraged in the national parks with the necessary and appropriate facilities for large-scale recreation skiing.

SPECTACULAR RATES OF GROWTH

Over the last decade, the growth of winter-recreation demand has outpaced even the rapid demand for general outdoor recreation. This has been due primarily to the great emphasis on skiing activity brought about by increased economic and physical ability of large segments of the population to participate in the sport. Growth-rates of 15 to 20 per cent *per annum* over the last few years have not been uncommon; and, in Banff National Park since the 1960-61 season, the growth-rate of skiing participation has averaged 24.7 per cent each season.

Although these growth rates are spectacular, the skier represents nevertheless a very small part of the population in most regions and a small part of total park attendance. It has been estimated that, in the Calgary-Edmonton region near our major national parks in the West, about two per cent of the population are active skiers; and it is expected this will grow only to about 2.8 per cent by 1976. This is comparable to the rest of Canada and the United States....

AREAS OF HIGH POTENTIAL

The above trends were recognized by the Department of Northern Affairs and National Resources several years ago, and led to a careful analysis of the implications to basic national-park purposes. It was apparent that several guidelines were possible in facing these demands for skiing. The Department could have taken the stand that mass skiing with attendant permanent uphill equipment and major

slope clearing was not compatible with the "use-without-impairment" management conception of national parks. At the other extreme, the Department might have permitted development of a multiplicity of ski centres, and risked serious and permanent defacement of important scenic attractions. A middle course, and the one decided upon, was to define certain areas that have a high potential for ski development, and zone them for intensive development of skiing facilities. This step was believed to be the best solution to the particular conditions that prevail in the Canadian national park situation.

Once this principle of providing for modern ski developments in suitable settings in national parks was accepted, the next step was to analyse systematically all existing ski developments. This was carried out and was further broadened into a full-scale study in the late winter and early spring of 1964. This comprehensive study took into consideration the broad spectrum of supply and demand of ski facilities in the northwestern region of North America. The study, which dealt specifically with Banff, covered such subjects as:

- (1) The present status of winter sports.
- (2) Potential and feasibility in terms of need, demand, markets.
- (3) A "phased" master plan for winter sport facilities.
- (4) Visitor and revenue projections.

From this and earlier studies and reports, a fairly specific long-term winter development programme has been advanced....

NEW DEVELOPMENT AND REDEVELOPMENT

The rapid expansion of skiing in North America has led to the development in the past ten years of a large number of new ski areas and the redevelopment of some older ones. These areas are, in one respect, in competition with one another. They are, however, all interlocked in promoting the development of the Pacific Northwest as a ski region in broader markets such as the heavily populated areas of the Eastern United States of America and Canada, and possibly Europe. In the long run, joint action to stimulate new markets is an essential aspect of regional development that should be encouraged. Until our major ski areas can be occupied seven days a week rather than two or three, many operations will remain financially marginal....

BANFF BID FOR 1972 OLYMPICS

I have not touched on the proposal to bring the 1972 Winter Olympics to Banff. This topic is one in which I am sure you are all intensely interested, but it would require a paper in itself to do justice to the topic. I would like to say, however, that the potential is outstanding and that the *Banff '72* Committee has not slowed in its efforts since its unsuccessful bid for 1968.

In conclusion, I would like to say that I am fully convinced that the Pacific Northwest Ski Region has the physical potential, the climate, and the people who have the imagination to create one of the truly outstanding ski areas in the world.

COLLEGE POST FOR ROBERTSON

Norman A. Robertson, chief negotiator for Canada in the current "Kennedy round" of multilateral trade and tariff negotiations in Geneva and Chairman of the Canadian tariffs and Trade Committee, is relinquishing these positions and resigning from full-time public service to become, on January 1, 1966, the first director of the new graduate School of International Affairs of Carleton University in Ottawa.

Mr. Robertson will continue to serve as special consultant to the Department of External Affairs and as a member of the Tariffs and Trade Committee, which will remain in being for the duration of the trade and tariff negotiations for purposes of liaison with Canadian industry and interests concerned.

Succeeding Mr. Robertson as chief negotiator at Geneva will be Sydney David Pierce, the present Canadian Ambassador to Belgium and to the European Communities.

TRIBUTE BY PM

In announcing these changes, Prime Minister Pearson said: "It is with very great regret, personal and official, that I have accepted Mr. Robertson's decision to give up his full-time responsibilities as Canada's Chief Trade Negotiator in Geneva, although I appreciate the unique contribution which he will make to Canadian life and thought through his work at the university.

"I have long been associated with Norman Robertson and, like everyone else who has known him, I have marvelled at the quality and range of his mind. He is one of Canada's most able, most experienced, and most respected public servants. The Government is indeed fortunate that, although he is retiring from the Civil Service, his wise counsel will continue to be available through the Department of External Affairs and the Tariffs and Trade Committee in his new capacity as a special consultant."

CURRICULUM VITAE

Mr. Robertson, born in Vancouver in March, 1904, joined the public service in 1929, after studying at the University of British Columbia, Oxford (as a Rhodes Scholar), and the Brookings Graduate School, Washington, D.C. He was Under-Secretary of State for External Affairs from 1941 to 1946, High Commissioner to Britain from 1946 to 1949, Clerk of the Privy Council and Secretary to the Cabinet from 1949 to 1952, High Commissioner to Britain from 1952 to 1958 and again Under-Secretary of State for External Affairs from 1958 until 1963, when he was appointed Chief Negotiator in the "Kennedy round".

INCO TEACHING GRANTS

The International Nickel Company of Canada has made grants totalling \$55,400 to ten Canadian universities and the Canadian Mathematical Congress to help finance advanced and supplementary courses for high-school teachers specializing in science and mathematics. These awards are part of a successful programme of aid initiated by INCO in 1956 to help

meet the need in Canada for secondary-school teachers with higher qualifications.

Though part of each grant may be used to meet administrative and instructional costs, the greater portion is awarded to the teachers themselves to help pay their expenses while they are attending university summer courses or, in some cases, special seminars and course work at other times during the year. Some 3,600 of the bursaries have now been awarded to teachers from grants totalling \$421,900.

UNIVERSITIES PARTICIPATING

The universities that took part in the 1965 programme included Queen's, Toronto, Waterloo, Western, Windsor and the Lakehead in Ontario, New Brunswick and Acadia in the Maritimes, and the Universities of Manitoba and Saskatchewan in Western Canada. The Canadian Mathematical Congress conducted its programme for mathematics teachers at Dalhousie University, Halifax.

The awards are part of INCO's broad programme of aid to education in Canada. Since 1956, when an enlarged programme was initiated, the Company's educational grants have totalled well over \$8 million.

JULY STRIKES AND LOCKOUTS

According to a preliminary summary of strikes and lockouts released recently by the Department of Labour, there were fewer work stoppages in July than in the previous month and fewer workers involved, though the time lost was somewhat greater.

There were 99 work stoppages in July, involving 33,691 workers, and a time-loss of 326,070 man-days. In June, there were 109 work stoppages, involving 43,310 workers, and a time-loss of 275,530 man-days.

ANALYSIS OF STOPPAGES

Five of the stoppages were in industries under federal jurisdiction. Of the others, 64 occurred in Ontario, 15 in Quebec, 12 in British Columbia, two in Manitoba and one in New Brunswick.

Thirty-five of the July work stoppages involved 100 or more workers. Of these, 22 were terminated by the end of the month.

A breakdown by industry of the month's work stoppage shows 53 in manufacturing, 31 in construction, six in transportation and utilities, four in trade, two in mines, two in public administration and one in service.

Reckoned on the basis of the number of non-agricultural wage and salary workers in Canada, the number of man-days lost represented 0.26 per cent of the estimated working-time, compared to 0.22 in June. The corresponding figure for July 1964 was 0.12 per cent.

MILITARY AID TO TANZANIA

The Secretary of State for External Affairs, Mr. Paul Martin, recently announced that Canada would make a substantial contribution to a five-year programme for the establishment of a Tanzanian military

air wing. A detailed Canadian offer of assistance has been accepted by the Tanzanian Government.

On April 6, Mr. Martin indicated in the House of Commons that, "in response to a request from President Nyerere, the Canadian Government has stated its willingness to co-operate with the Government of Tanzania in an air-force equipment and training programme". As forecast by Mr. Martin, an air-survey team composed of members of the Canadian armed services and External Affairs officials has visited Tanzania to determine how Canada can assist in this matter. On the basis of the team's recommendations, the Canadian Government has formulated detailed assistance proposals, which have been welcomed by Tanzania.

EQUIPMENT AND TRAINING

The Canadian contribution will include equipment, mainly medium and light military transport aircraft with support equipment and spares. During the programme, Canada will provide for the air wing up to four *Caribou* and eight *Otter* aircraft, which are particularly suited to Tanzanian requirements. In addition, Canada has offered to help with the training of approximately 400 Tanzanian aircrew, groundcrew and support personnel, some 200 of whom, it is expected, will train in Canada. Training will also take place in Tanzania and about 50 Canadian advisory and training personnel will proceed there under the programme.

The air-force programme is expected to make a significant contribution to the effectiveness of the Tanzanian defence forces. The Canadian contribution will complement the advisory and training assistance Canada is already extending to the Tanzanian army. About 30 Canadian forces personnel are now in Tanzania in connection with the army programme. Eleven Tanzanians received army-officer training in Canada last year, and 17 more are expected this month.

Implementation of the Canadian offer will start immediately. By the end of September, up to 25 Tanzanian air-wing personnel will be training in Canada and it is expected that the movement of Canadian advisers to Tanzania will begin within the next few weeks.

TWO NEW CENTENNIAL STAMPS

Two large commemorative postage stamps were issued on September 8.

One, which marks the centennial of the choice of Ottawa as Canada's capital, portrays the first Parliament Buildings, completed in October 1865. The 14 million copies of this stamp are printed in brown.

The other stamp honours the September meeting in Canada's capital of 75 member nations of the Inter-Parliamentary Union, an organization that promotes personal contacts between parliamentarians of all nations. The meeting took place September 8 to 17. Sixteen million copies of this stamp are printed in green.

FEWER FOREST FIRES

Forest-fire losses in Canada in July were far lower than in July 1964, according to the latest estimates released by the Department of Forestry. During the month, 1,582 fires burned over a total of 112,660 acres. In July 1964 - a month of devastation - 1,792 fires affected 1,182,000 acres.

From the beginning of the 1965 fire season to the end of July, 5,401 fires burned a total of 249,016 acres. By July 31 last year, 5,526 fires had covered 1,586,000 acres.

TOP CS POST FOR INDIAN

The Minister of Citizenship and Immigration, Mr. John R. Nicholson, made history recently when he appointed Leonard S. Marchand, a member of the Okanagan Indian Band, as his Special Assistant. Mr. Marchand is the first Indian to be appointed to personal staff of a Federal Cabinet Minister. He will have special duties in the field of Indian affairs and will help to keep the Minister informed of Indian needs and opinions.

He has a master of science degree from the University of Idaho and a bachelor of science degree in agriculture from the University of British Columbia. When appointed, he had worked for some years doing research on range management at the Agricultural Research Station at Kamloops, B.C.

Mr. Marchand has done a lot to promote closer relations between Canadian citizens of Indian and non-Indian origin. In 1960 he helped found the Mikana Club at Kamloops, which helps Indians who come to the city to live and work. He is a member of the North American Indian Brotherhood and the Agricultural Institute of Canada.

ROAD TRANSPORT IN THE PIONEER NORTH (Continued from P. 2)

which a basic road system has been developed. To put matters into broad perspective, the Yukon now has about ten miles of road for each 1,000 square miles of its area, while the Mackenzie District of the N.W.T. has less than one mile for 1,000 square miles. In comparison, Newfoundland, exclusive of Labrador, has 178 miles for 1,000 square miles, and British Columbia has 75 miles.

The cost of the territorial road system has been quite high, particularly if viewed against the background of limited activity or small population of the territories. For example, during the years 1958 to 1962, an average of about \$522 *per capita* a year was spent on highways and rural roads in the Yukon, and about \$153 in the N.W.T. In contrast, only \$66 *per capita* was spent in British Columbia and \$48 in Newfoundland.

Territorial residents could not themselves have financed so much road building at so high a cost; indeed, they paid only a small proportion, the major share coming from the federal Treasury. During the

1958 to 1962 period, the Yukon itself was able to pay only 3 to 5 per cent of the cost of its highway and rural road construction and maintenance programme. The N.W.T. could not even contribute 1 per cent. In contrast, British Columbia and Newfoundland each contributed an average of about 75 per cent per year....

FREIGHT TRANSPORT

It is in terms of the transport of freight that roads leading to and from the territories, as well as internal roads, have been most useful. Though the use of the private automobile is growing, and there are bus services along the Mackenzie and Alaska Highways and within the Yukon, air transport is the principal means whereby territorial passenger traffic moves.

Trucking services are now quite well developed to and from both territories. There is a good trucking system within the Yukon, operating along the various territorial roads from the railhead at Whitehorse. Highway vehicles are also used on winter roads, particularly in the N.W.T. Mining centres such as Tundra (formerly Taurcanis) and Discovery rely on winter trucking for the bulk of their supplies. The only alternatives are the aircraft or cat train, neither of which are satisfactory....

The problem of getting a "backhaul" has not proven quite as severe for northern truckers during recent years as one might imagine it to be. The fish caught in Great Slave Lake, about 3,000 tons yearly, move south by truck on the Mackenzie Highway. While this provides backhaul during only part of the year, it is better than nothing - virtually the only other alternative in this region. Some asbestos fibre from Cassiar, and mineral concentrates from the Canada Tungsten Mine in the southeastern Yukon, regularly move south on the Alaska Highway. In recent years scrap oil-pipeline derived from the dismantling of sections of the Canol line have been moved from the Yukon to the oil fields of Alberta. In view of this, one might say that, while the backhaul situation may be highly uncertain, it has not been altogether hopeless....

SUMMATION

There is no question but that road transport is now an important means of transport in the north. It replaced water transport as the dominant method of moving freight in the Yukon during the mid-fifties, and it has also played a growing role in linking the Yukon with Southern Canada. Truckers using the Alaska Highway have greatly diminished the remoteness of the Yukon and have had a favourable effect on the cost of living in that region....

Road transport has also had a considerable impact on the southern fringes of the Mackenzie District of the N.W.T. With the exception of petroleum movements from Norman Wells to Yellowknife, and

some dry-cargo movements to small, out-of-the-way points, it has made seasonal water and tractor-train operations almost obsolete in the vicinity of Great Lake since the Mackenzie Highway was extended to Yellowknife in 1961. Consumer-goods prices and business costs - particularly inventory costs - fell markedly in this community with the advent of road access. This was a consequence not so much of a fall in transport rates as of a great improvement in speed and regularity of service, plus the fact that good surface transport was available the year round.

Road transport has become increasingly important relative to water transport in carrying freight destined for communities along the Mackenzie River and Arctic Coast. During the postwar years, a number of routes have been used to move freight to the Mackenzie River, but two have been of particular importance. One is the Mackenzie Highway and the other is by means of rail to Waterways, Alberta, and beyond the railhead by tug and barge via the Athabasca and Slave Rivers and Great Slave Lake. Although the Waterways route has been the most important historically, in recent years the volume of freight moving to the Mackenzie River and Arctic Coast via the Mackenzie Highway has exceed it by a factor of approximately three times.

Trucking has recently been combined with air transport in moving freight north. One interesting venture, which must still be regarded as something of an experiment, is a truck-airlift to points along the Arctic Coast. Freight is trucked to Yellowknife and there loaded onto aircraft as large as the DC-4 for destinations such as Cambridge Bay and Holman Island. The main advantage of this system is an almost airtight guarantee that goods will be delivered rapidly and in an undamaged state. But it is costly. It is also highly seasonal since flying can be done only when there is sufficient daylight and also strong enough ice for landing.

The Great Slave Lake Railroad, which is now virtually complete, should have a profound effect upon the routing of freight into the Mackenzie River region. It is still too early to tell what the precise impact on road transport will be, although it means quite likely that the railroad could, if it wanted to, almost completely displace long-haul trucking as a means of moving freight to the water terminus of Hay River. The railroad likely will have excess north-bound capacity for a long time, and, therefore, the marginal costs of moving traffic north on it will be very low. The degree to which rail rates will reflect this remains to be seen. There is at least a good possibility, however, that trucking will be increasingly forced to confine its operations to the region beyond the Hay River railhead, and to develop services with which the railroad cannot compete because of its inflexibility.

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