

87-3-32 Vol. 4

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES
MINISTÈRE DU NORD CANADIEN ET DES RESSOURCES NATIONALES

For Instructions Re Use of File Cover See Back Cover
Voir au verso comment utiliser la chemise

| Reference - Renvoi | | | | Action Taken - Mesures prises | | | |
|-----------------------------|-----------------|--------|-----------------------|--|--------------------------|-----------------------|---|
| Referred To Destinataire | Purpose - Objet | Date | Initiale Initiales | P.A. Date or T. Date de range- ment ou de trans- mission | ate Date de rappel | Initiale Initiales | Registry Inspection Examen du service des Archives |
| Rowley | July 28 # 767 | 1/8/67 | Rh | T | | JRA | |
| L.I. AD. Hunt | Rh 1353 # 767 | | | 89-67 | | AT | |
| Gordon | July 25 - # 782 | | | 26/7 | | EM | |
| Chanon | Rh 1353 # 782 | | | 13/3 | | WJ | |
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IMPORTANT

The REGISTRY is established to serve you but satisfactory service is largely dependent upon your prompt return of files. This file is charged to you and you are responsible for its return; unless you notify the Registry to transfer the charge to another person, the file will remain charged to you until it is returned. **If action cannot be taken within 48 hours B.F. FILE. Do not remove documents from the file.**

Particulars Re Use of File Cover

- Column 1 – Shows the office or name of the person to whom the file is routed.
- 2 – Shows the reasons for the routing, or the date and identification number of the letter on file requiring your attention.
 - 3 – Shows the date on which the file is routed to the user.
 - 4 – Provides for initials of the person routing or rerouting a file.
 - 5 – Provides space for the user to enter the date of P.A. (put away) when action is completed – OR the letter "T" when the user transfers the file to another person.
 - 6 – Provides space for the user to write the BF (bring forward) date, the date the user wishes the file to be brought back to him.
 - 7 – Provides space for the user to initial the entry when a file is to be P.A.'d, B.F.'d, or "T" transferred.
 - 8 – Provides space for the Registry to enter the date on which the file is returned to the Registry and inspected before being put away.

L'objet du SERVICE DES ARCHIVES est de servir, mais la qualité du service est liée au prompt retour des dossiers. Il incombe à la personne au nom de laquelle le présent dossier est inscrit, de le renvoyer au service des archives; à moins qu'elle n'avertisse le service d'inscrire le dossier au nom d'une autre personne, le dossier restera inscrit à son nom, tant qu'il sera en circulation. **Si l'on ne peut s'occuper du dossier dans les 48 heures, indiquer la date de rappel. Ne pas enlever de documents du dossier.**

Détails concernant l'usage de la chemise

- Colonne 1 – indiquer le bureau ou le nom de la personne vers qui le dossier est acheminé.
- 2 – indiquer les raisons de l'acheminement ou la date et le numéro d'identification de la lettre au dossier dont le destinataire doit s'occuper.
 - 3 – indiquer la date d'acheminement du dossier vers l'utilisateur.
 - 4 – réservée aux initiales de la personne acheminant ou réacheminant le dossier.
 - 5 – réservée à l'inscription de la date de rangement par l'utilisateur, lorsqu'il a fini du dossier – OU à celle de la lettre "T" quand l'utilisateur transmet le dossier à une autre personne.
 - 6 – réservée à l'inscription de la date de rappel, à laquelle l'utilisateur souhaite avoir le dossier.
 - 7 – réservée aux initiales de l'utilisateur, lorsque le dossier fait l'objet d'un rangement, d'un rappel ou d'une transmission.
 - 8 – réservée au service des archives pour y inscrire la date ou le dossier lui est renvoyé et ou il est examiné avant d'être rangé.

Research Project.

Mc Kenzie Delta

also on this
file are corr related
to contract which should
also be placed on a Financial
file

000005

COPY FOR MR. A.D. HUNT

PA
18/9/68
BR

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|---------------------------|---------|
| I. A. & N. D. | |
| CENTRAL SERVICES REGISTRY | |
| SEP 23 1968 | |
| FILE No. | 87-3-32 |
| CORR. No. | |
| REFER. TO | |

Ottawa 4, September 18, 1968.

J.W. McBean, Esq.,
President,
Heath & Sherwood Drilling Limited,
6 - S Hudson Bay Avenue,
Kirkland Lake, Ontario.

Dear Mr. McBean:

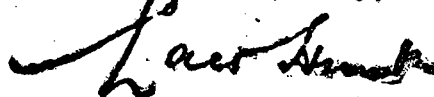
By the time you receive this letter, you will have already gone north. Unfortunately, you will not have been able to have met Dr. Cooper as he has returned to his home temporarily. However, on your return from the north, I think you would be well advised to get in touch with him and his address is:-

Dr. P.F. Cooper, Jr.,
P.O. Box 5,
Cooperstown Town, N.Y. 13326

His telephone number is LH7-9655.

As I mentioned before, Dr. Cooper will be returning to Inuvik next winter to continue his studies on land-fast ice conditions in the Beaufort Sea. I note that you would like to come to Ottawa and perhaps discuss this matter further with Mr. MacDonald and Mr. Digby Hunt. I think, however, you should come when you will be sure to see all the people that you wish to contact. Perhaps if you telephone me, I can make the necessary arrangements.

Yours sincerely,



L.A.G.O. Hunt,
Secretary,
Advisory Committee on
Northern Development.

Hunt/cbr

pa
18/9/68
BR.

HEATH & SHERWOOD DRILLING LIMITED

TELEPHONE 567-9311

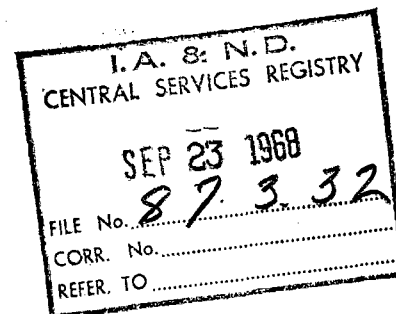
P.O. BOX 998

6 - 8 HUDSON BAY AVENUE

KIRKLAND LAKE

ONTARIO, CANADA

September 16, 1968



Mr. L.A.C.O. Hunt,
Secretary,
Advisory Committee on Northern Development,
Department of Indian Affairs and
Northern Development,
Ottawa 4, Ontario

Dear Mr. Hunt:

We are very interested in the content of the preliminary report of Dr. Cooper which you so kindly made available to us. We would be most interested in following up this project with both Dr. Cooper and Dr. Roots.

My plans are to leave today for the West. Included in this trip is a visit to Inuvik on Wednesday, September 18. As I mentioned before, it is possible that I will be able to contact Dr. Cooper if he is still on location. However, on my return in a couple of weeks, a trip to Ottawa is planned. It is hoped at that time I will have the opportunity of discussing this matter further with you, Mr. MacDonald and Digby Hunt.

Yours sincerely,

HEATH & SHERWOOD DRILLING LIMITED

Jack
J. W. McBean
President

JWM/fre

Cooper

P.O. 5

Coopers Town, N.Y.

13326

L.H. 7 - 9655

HEATH & SHERWOOD DRILLING LIMITED

TELEPHONE 567-9311

6 - 8 HUDSON BAY AVENUE

KIRKLAND LAKE
ONTARIO, CANADA

September 13, 1968

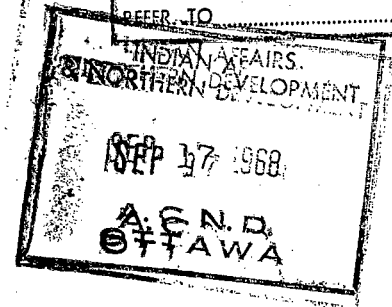
P.O. BOX 998

SEP 24 1968

FILE No.

CORR. No.

REFER. TO



Mr. L.A.C.O. Hunt,
Secretary,
Advisory Committee on Northern Development,
Department of Indian Affairs and Northern
Development,
Ottawa, Canada

Dear Mr. Hunt:

Much appreciated was your reply to my query regarding land-fast ice in the Beaufort Sea.

May I first comment on the payment that was due to your Department in respect to the Panarctic Tour. Initially, a cheque was forwarded by Bankeno Mines Limited office in Toronto to our office here in Kirkland Lake, for furtherance to your account. Unfortunately, this transfer took place at the start of the postal strike. Our bankers, The Royal Bank of Canada in Kirkland Lake, were instructed to transfer this money by wire to the Bank of Montreal, Place de Ville, Montreal. After a considerable delay and a telex to your office a correct address was finally determined as Ottawa. In any event, our bankers have advised us that the amount of \$470 was wired to the Panarctic Trust Account in the Bank of Montreal, Place de Ville, Ottawa on August 16. Please advise if this transfer has not been completed. We apologize for the delay and confusion in this matter.

We are most interested in your comments regarding the work of Dr. P.F. Cooper and will look forward to receiving preliminary information from you as soon as it is available.

It is noted that Dr. Cooper at present is in Inuvik. My plans are to visit Inuvik next week. It is entirely possible that I may have the opportunity of meeting with Dr. Cooper at that time. In any event, it was my plan to visit Ottawa at some convenient time to discuss these matters with the members of your Department involved in this type of research.

May I thank you again for your prompt attention to my query and I look forward to receiving further information from you.

Yours sincerely,

HEATH & SHERWOOD DRILLING LIMITED


J. W. McBean
President

JWM/fre

FOR THE INFORMATION OF MR. A.D. HUNT

PA 12/19/68 BR

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| I.A.C.O. N.D. | |
| CENTRAL SERVICES REGISTRY | |
| SEP 13 1968 | |
| FILE No. | 87-3-32 |
| CORR. No. | |
| REFER. TO | |

Ottawa 4, Ontario,
September 12, 1968.

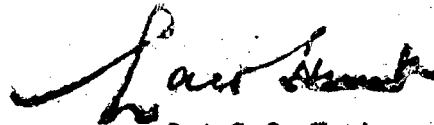
J.W. McBean, Esq.,
President,
Heath & Sherwood Drilling Limited,
P.O. Box 998,
Kirkland Lake, Ontario.

Dear Mr. McBean:

In my letter to you dated September 11th, I told you that we had engaged a scientist, Dr. P.F. Cooper, to carry out certain studies with respect to land-fast ice conditions of sea ice in the Beaufort Sea. I also suggested that a preliminary report prepared by Dr. Cooper may be available, but instead I have a copy of a letter written by Dr. Cooper to Dr. Roots of the Polar Continental Shelf Project, in which he describes his first studies in connection with this project.

Because of the interest which you have shown, and because of the increasing interest in the Beaufort Sea as a possible area of mineral exploration, I am sending you a copy of this letter. I am also sending a copy of this letter to Mr. Digby Hunt, since I do not think so far that he is aware of the program being undertaken by Dr. Cooper, which he intends to continue this coming winter.

Yours sincerely,



L.A.C.O. Hunt,
Secretary,
Advisory Committee on
Northern Development.

Hunt/cbr

Attachment.

Deputy Minister of
Indian Affairs and
Northern Development

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

Sous-ministre des
Affaires indiennes et
du Nord canadien

TO: Room 1353
A: RESOURCES + DEVELOPMENT GROUP

Date 14 Aug 67

- ☐ Approval
Approbation
- ☐ Signature
- ☐ Comment
Commentaire
- ☐ Action
Donner suite
- ☐ Direct Reply
Répondre directement
- ☐ Copy for this office
Copie pour ce bureau
- ☐ Preparation of reply by
Réponse d'ici le

- ☐ May we discuss
Discussion avec nous
- ☐ As requested
Selon indications
- ☐ Note
Noter
- ☐ Note and return
Noter et retourner
- ☐ Note and forward to
Noter et faire suivre à

☒ Information

— WE DO NOT PLAN TO
ATTEND THIS MEETING ON
"SURVEY CONTROL."

— YOU MIGHT BE INTERESTED
IN SENDING A REPRESENTATIVE?



G.W. ROWLEY
SECRETARY

ADVISORY COM 000010
NORTHERN DEVELOPMENT

NATIONAL ADVISORY COMMITTEE ON CONTROL SURVEYS AND MAPPING

615 Booth Street,
Ottawa 4, Ontario,
July 28, 1967.

C.A. & N.D.
NATIONAL SERVICES REGISTRY

Mr. E. A. Cote,
Deputy Minister,
Department of Indian Affairs and
Northern Development,
400 Laurier Ave. West,
Ottawa, Ontario.

| | |
|-----------|---------|
| FILE NO. | 87-3-32 |
| CORR. NO. | |
| REFER. TO | Rouby |

Dear Sir:

The National Advisory Committee on Control Surveys and Mapping is sponsoring a conference on control surveys to be held in Ottawa on October 23rd and 24th, 1967. The purpose of this meeting is to determine the national requirements for first and second-order survey control, both horizontal and vertical, as outlined in the enclosed document which is being sent to all agencies invited to participate.

Adequate survey control is universally recognized as a fundamental necessity for almost every aspect of national development. These include the preparation of maps; the development, management and conservation of resources; the location and construction of roads and railroads; the study and implementation of urban, suburban and rural redevelopment projects.

At this meeting we are anxious to hear the views and requirements of all major units of your department or agency that make use of survey control. To this end I would ask that you appoint a representative to collate the requirements for survey control within your department or agency and to prepare a brief for submission to the conference.

It would be greatly appreciated if you give this important matter early and sympathetic consideration and advise us at your earliest convenience of the name of your representative. More detailed information will then be forwarded to him, both on the plans for the conference and the information we would like to have included in your brief.

Yours sincerely,



S. G. Gamble
Chairman,
National Advisory Committee on
Control Surveys and Mapping.

NATIONAL ADVISORY COMMITTEE ON CONTROL SURVEYS
AND MAPPING

CONTROL SURVEY CONFERENCE
FOR
CANADIAN FEDERAL AND PROVINCIAL GOVERNMENT
AGENCIES

The National Advisory Committee on Control Surveys and Mapping is sponsoring a conference to be held in Ottawa on October 23 and 24, 1967 to study the requirements for control surveys in Canada. During this conference the Committee will be hearing briefs presented by federal and provincial agencies that require survey control.

The briefs should be concise but with sufficient detail to show the purpose for which the control is required, areas to be covered, and the dates required. For large areas or for a continuing requirement the forecast of probable needs for the next five years will aid the Committee in making its recommendations. At the conference each presentation should be summarized in a 10-minute talk by the representative. Ample time will be provided for discussion following the presentations.

It is hoped that this meeting will be a forum at which control survey requirements will, for the first time, be documented so that an assessment can be made of the immediate and long range needs. Under present conditions, it has become essential that the Advisory Committee be accurately and fully informed of the national requirements to ensure orderly development of plans and programs to provide the required control surveys.

-2-

Since the number of delegates must be kept to a reasonable limit, interested provincial departments are asked, whenever possible, to consider and submit the requirements for all agencies within the province through one delegate; representatives of federal departments should, if at all practical, submit the requirements of all units within their respective departments.

A list of those invited to participate is enclosed for your information.

Please address all correspondence to Control Survey Conference, Attention of Mr. L. A. Gale, Dominion Geodesist, 615 Booth St., Ottawa 4, Ontario.

S. G. Gamble,
Chairman,
National Advisory Committee
on Control Surveys & Mapping.

Agencies Invited to Participate in Control

Survey Conference

Provincial Departments

Lands and Forests, Alberta.
Lands, Forests and Water Resources, British Columbia.
Mines and Natural Resources, Manitoba.
Natural Resources, New Brunswick.
Mines, Agriculture and Resources, Newfoundland.
Lands and Forests, Nova Scotia.
Lands and Forests, Ontario.
Highways, Ontario.
Industry and Natural Resources, Prince Edward Island.
Lands and Forests, Quebec.
Natural Resources, Saskatchewan.
Highways and Transportation, Saskatchewan.

Federal Departments or Agencies

National Defence.
Forestry and Rural Development.
Indian Affairs and Northern Development.
Agriculture.
Transport.
Public Works.
Energy, Mines and Resources.
National Capital Commission.
St. Lawrence Seaway Authority.
Community Planning Association.
National Harbours Board.
Northern Canada Power Commission.
Defence Research Board.
Canadian National Railways.



Canada

CENTRE

JUL 26 1968

FILE NO. 87-3-32

CORR. NO. 782

REFER. TO 9

PA

Department of
Indian Affairs and
Northern Development

Ministère des
Affaires indiennes et
du Nord canadien

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date 25 July, 1968.
our file/notre dossier
your file/votre dossier

MR. J.H. GORDON,
ASSISTANT DEPUTY MINISTER.

I attach the amended report on the Mackenzie Delta Research Project, with the addition you suggested. I also include copies of studies Nos. 4 and 5 in the series. I will be pleased to supply any additional copies you wish.

A. J. Kerr

A. J. Kerr,
for G. W. Rowley,
Northern Scientific Adviser.

ATT:



THE MACKENZIE DELTA RESEARCH PROJECT

A PROGRESS REPORT

Background

The Mackenzie Delta Research Project was initiated in the spring of 1965. For the previous ten years the Northern Co-ordination and Research Centre had carried out a program of research in the social sciences among northern people. The majority of the research projects undertaken during this period consisted of studies in single communities, conducted mainly during the summer months by scientists from universities employed either seasonally or under contract. The data that were collected covered conditions over a wide geographical area, and varied in depth. A large amount of information was collected and published, but of necessity the approach to research during this time was "piecemeal", largely owing to the scarcity of qualified investigators interested in the North. Since the available scientists were inevitably connected with universities, a compromise between government and academic interests was necessary. However, over the decade a considerable number of well-trained social scientists with research experience in the north was developed, largely through Northern Co-ordination and Research Centre support.

In 1965, it was decided that it would be possible to undertake a research program drawing from a number of scientific disciplines to investigate in depth the problems besetting the people living in a defined geographical area. The area chosen for the first of these "in depth" investigations was the Mackenzie Delta. The reasons for this selection were the variety of social and other environmental elements to be found there. They were considered to be broadly

- 2 -

representative of conditions in the Northwest Territories. The availability of a good operations base in the field - the Inuvik Research Laboratory - was an additional argument in favour of this area. A Research Co-ordinator was appointed and the project got under way in April, 1965.

Objectives & Procedures

The project was planned to focus research on those problems of the native peoples which inhibit them from participating in northern development, and to assess the extent to which they are making effective adjustment to the cultural and economic changes that have been brought about by commercial and government expansion in the north. Suggestions about possible directions which research might take in an attempt to provide useful analyses of the situation were requested from government and other agencies operating in the Delta. These included agencies within the Northern Administration Branch, as well as the Indian Affairs Branch, the Department of National Health and Welfare, the Royal Canadian Mounted Police, the churches, the Hudson's Bay Company, and the Northern Transportation Company. The Commissioner of the Northwest Territories was also consulted.

To attain these research objectives it was recognized that the approach would have to be from several different directions; using the expertise and techniques of several disciplines. Insofar as proved possible and practical, it was planned to develop a team of specialists whose work would be mutually complementary. The program was itself largely pioneer work, breaking new ground in methodology.

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- 3 -

The First Phase

Four studies were undertaken through contractual arrangements in the summer of 1965.

1. Reliable and reasonably comprehensive information about the current economic situation in the Delta was not available. In order to provide investigations with a basis for realistic assumptions about the area's economic present and future, a study which would provide an "outline map" of the economy was undertaken. This was not planned to be a detailed and intensive analysis, but was intended rather as a guide to other researchers when they came to consider future possibilities for the native people of the area.
2. The second study undertaken in Phase I was an analysis of the social structure of Inuvik. Studies of fur trade settlements in the north already provided a basic framework for understanding the structure of the smaller communities in the Mackenzie Delta, but the new town of Inuvik was unique and required special attention.
3. Previous research in the Delta, by Claremont and others, had indicated that one of the most serious human problems could be seen in terms of the greater speed at which native people were learning new needs, than that at which they were acquiring the means to satisfy them. A preliminary investigation structured along these lines was initiated.
4. To provide a sound understanding of the present, as well as a limited basis for projecting the future, a fourth study was directed toward the technology of the area. Technology

- 4 -

was seen as one of several influences which determine present and future developments in the area, and this research was a necessary component of the background studies.

After suitable investigators were found to undertake them, these studies were carried out during the summer of 1965. Preliminary reports of field work were submitted toward the end of that year and a research conference was held on 28 February and 1 March, 1966, in Centennial Tower. Several anthropologists with extensive northern experience, together with representatives from operational agencies within the Department of Indian Affairs and Northern Development, as well as representatives from other government agencies including the Department of National Health and Welfare and the Department of Citizen and Immigration (Indian Affairs Branch), met with the principal researchers to discuss the work that had been done, and the directions future research should take.

The Second Phase 1966-67

The report on the community structure of Inuvik revealed the presence of what were, in many respects, not one but two communities.

5. The first community was in the unserved area, and consisted of the native people, together with some other permanent residents. The second was in the served area of government housing, and was composed almost exclusively of transient members of Federal Government agencies. Since the basic concern of the Mackenzie Delta Research Project was with the adaptation of the native people in the area, further investigation of the social structure in the

- 5 -

"unserviced area" was dictated. Preliminary investigation had revealed it to be a fragmented community, and a study was now directed toward providing some understanding of this "fragmentation".

6. It was also apparent that a good many of the attitudes, and a good deal of the behavior of people who lived in the unserviced area, could be understood as responses to some of the attitudes and actions of the transients in the "serviced area". The attitudes of these latter people about the problems of the native people were therefore investigated.
7. Also, with the data already available at this time, it could be seen that many of the problems accompanying the change in life-style from living in the bush to living in the relatively urban environment of Inuvik, had important psychological components which it would be necessary to investigate if some important areas of behavior were to be understood. Included here was, for example, the attitudes of native people relating to the use of alcohol, as well as behavioral manifestations of male-female relationships in the new urban environment. To collect and analyze data in this category, a study was undertaken by a psychiatrist, who had had previous research experience with other Eskimos.
8. Another category where further investigation was necessary to provide a comprehensive understanding of the human situation in the Mackenzie Delta was the historical background of life there. It was evident that in order to understand

- 6 -

the present situation, a general understanding of the history of the area was necessary. The impact of the fur trade followed by missionary activity, the arrival of the whalers, and the introduction of government agencies could all be seen as historic developments which when studied would contribute toward a fuller understanding of the contemporary situation. Only a small amount of the potentially available data related to this subject was easily available, and it was recognized that a search among original sources in archives and similar places would be necessary, as well as recovery of data which could be obtained from interviewing people.

9. Finally, vital information was demonstrably deficient in one other research area. Although a considerable amount of information about the behavior, the ideas, the attitudes, and the life-ways of the native people of the Delta was available, almost all had been observed from the vantage point of the administrator, the teacher, the social worker, the nurse, or the policeman. But much of what the native people did, said, and felt was not open to observation by government agents, who were usually allowed to become aware of only what was deemed appropriate for them to know. In order to understand what native people regarded as the real and legitimate choices when they made decisions to follow a course of action, it was necessary to know what they themselves listed as the options, and how they weighted them. This information could be obtained only by

- 7 -

a researcher who would not be viewed as a government functionary, but as one whose role was not in any degree seen to involve a directive or instrumental capacity.

It would be necessary for this investigator to live as close to them as possible, for a period sufficiently long that he could gain their trust and confidence in his non-manipulative interest in them, as well as in his personal regard for them as people. A continuous year of field work was regarded as the minimum time from which useful analysis could emerge. A suitable anthropologist with sufficient training and experience was available, and he began field work at the end of the summer.

Two other undertakings having a slightly different significance in the project were initiated.

10. All the project researchers had been collecting lists of original bibliographic sources and, to avoid duplication of effort, it was planned to consolidate these. When this was done, it was noted that some bibliographic resources had not been explored, and it was decided to produce a modest area bibliography which would be a useful working tool. For reasons of economy and practicality it will not be a comprehensive listing of every obscure source.
11. A study of town planning in the north was initiated at the request of the northern Town Planner, whose duties as an official of the northern administration included responsibility for drawing up plans for northern communities. In supporting this request, the Town Planner explained that he felt urgent

- 8 -

need for assistance in the development of techniques which would enable him to meet the special requirements of planning for northern communities. Stating that he was now compelled to plan northern communities on the basis of experience gained in the south, where many quite different sets of conditions obtained, he supported the application of a team of two graduate students in Planning who wished to undertake a research project whose objective was to develop a planning methodology suitable for the north. The methodology which they proposed to develop would be based upon local human needs and considerations, as well as upon physical and engineering constraints. Because of the volume of data dealing with the people of the area which would be available as a result of other research being done in the Delta, they wished to undertake the study there, and to work with the other researchers. Their field work began in May, 1966.

Following the end of the summer field work period in 1966, a second conference was held on 6 December. Invitations to attend were extended to agencies in the department, including Northern Administration Branch, Indian Affairs Branch, Resources and Economic Development Group, and Canadian Wildlife Service, and to the Commissioner of the Northwest Territories. Preliminary reports of the field work of the previous summer were presented by the investigators, and the findings were discussed.

Although preliminary reports of field work were available at this time, preparation of final reports was delayed. After a season of

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data-collecting in the field, investigators returned to their university posts and immediately had to involve themselves completely in the preparation of the lecture courses they were to present in the academic year which was about to begin. The analysis of the data collected in the field and its presentation in final form were inevitably delayed. To compound this delay on 1 April, 1967, the Co-ordinator of the project assumed new responsibilities and had less time to devote to the project. The original research plan called for implementation of Phase 3 of the project beginning in the spring of 1967, but it was necessary to delay this until a suitable person could be found to assume specific responsibility for it.

The Third Phase

Emphasis in the final phase of the program will be on feedback to potential users of the findings of the research. Three categories of potential users are considered here:

1. Employees of the Federal and Territorial Governments in policy-making and in operational roles. Feedback to people in this category can be accomplished, it is hoped, through written reports, formal and informal conferences, and frequent consultation.
2. People of the Mackenzie Delta. Since the residents of the area have themselves the capability of making many decisions about their future, they are also considered to be potential users of research findings, which can provide them with an improved understanding of the choices open to them. However, the communication of such findings to a group with such a spread in literacy skills poses a problem. Techniques to

- 10 -

accomplish this will be exploratory, and it is proposed to undertake this task in co-operation with adult educators in the department. Devices which will be tested for their effectiveness will include specially prepared printed materials and radio broadcasts. In preliminary discussions, the CBC has expressed a willingness to co-operate in such an undertaking both in the field and at headquarters. Another possible feedback device being considered is to hold short residential workshop courses, where a limited number of native opinion-leaders can meet with the researchers and educators.

3. Professional colleagues. They can be kept informed by publication of reports.

A suitable scientist has now been engaged to undertake the duties of Co-ordinator of the project and to assume responsibility for implementation of the third phase. He will begin in the early summer of 1968.

Publications

The publication status of reports, (which correlate with Items 1-11 in the preceding text,) is as follows:

- | | | |
|---------------------|--|--------------------|
| 1. John R. Wolforth | The Mackenzie Delta - Its Economic Base and Development - A Preliminary Study. | In Print |
| 2. Jose Mailhot | Community Structure - Inuvik, Summer 1965. | At the Printers |

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| 3. | Derek Smith | Mackenzie Delta - Domestic Economy of the Native People. | In Print |
| 4. | P.F. Cooper Jr. | Mackenzie Delta - Technology. | In Print |
| 5. | A.M. Ervin | New Northern Townsmen in Inuvik. | At the Printers |
| 6. | G.F. Parsons | Attitudes of Inuvik Transient Residents: A Survey | Final draft in preparation |
| 7. | J.M. Lubart | Psycho-dynamic Problems of Adaptation - Mackenzie Delta Eskimos - A Preliminary Clinical Study. | Final draft prepared. |
| 8. | John Wolforth | The Mackenzie Delta: Changes in Human Ecology. | Draft in preparation |
| 9. | Derek Smith | The Mackenzie Delta: A Plural Community. | Draft in preparation |
| 10. | | Mackenzie Delta Bibliography. | Near completion |
| 11. | C. Aasen and W. Wright | Comprehensive Settlement Planning in the Mackenzie Delta, N.W.T.: A Proposed Planning Theory and Methodology. | Final draft being edited |

Following publication of the reports of individual sectors of research listed above, it is planned to produce a compendium in two parts. The first part will present and relate the principal scientific results of all the studies. The second part will be directed towards the needs of northern administrators and policy-makers and will relate the results to specific government programs, including Welfare, Education, Vocational Training and Local Government.

Subsequent studies will be directed towards evaluating the impact of the recommendations that result from the project, and towards assessing the predictive value of the research.

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Canada

Department of
Indian Affairs and
Northern Development

Deputy Minister

Ministère des
Affaires indiennes et
du Nord canadien

Sous-ministre

Ottawa 4, June 28, 1967.

date

our file/notre dossier

your file/votre dossier

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| A. & N.D. | |
| CENTRAL SERVICES REGISTRY | |
| JUL 17 1967 | |
| FILE No. | 87-3-32 |
| CORR. No. | |
| REFER. TO | |

Mr. Gordon
MR. E. A. COTE,
DEPUTY MINISTER.

This seems to be a very useful paper.

78/vi/67

Esley

I attach for your information a copy of The Mackenzie Delta--
Its Economic Base and Development, by John R. Wolforth. This
is the first of the Mackenzie Delta Research Project reports.
You will be receiving subsequent numbers when they are
printed.

A. J. Kerr
A. J. Kerr,
for G. W. Rowley,
Secretary,
A.C.N.D.

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| JAN 12 1967 | |
| FILE No. | 87-3-32 |
| CHGD. TO..... | |

Ottawa, January 9, 1967.

MR. GORDON

Movement of Land-fast Sea Ice

Sea ice may be divided into pack ice, which is free-floating and its movements are subject to wind and current, and land-fast ice, which rises and falls with the flow and ebb of tide but is held in position by the conformation of the coast and other factors. A great deal of study has been given to the movement of pack ice. Virtually no work has ever been done on the land-fast ice and it appears to have been assumed that it remained completely stationary. Preliminary observations last year at the time of the hovercraft trials indicated that this was not the case and that limited movements of this ice took place.

Further knowledge of this subject is of direct practical importance: firstly, because of its bearing on off-shore drilling for oil and secondly, in understanding the processes and forces involved in the formation of pressure ridges and similar phenomena.

Dr. P.F. Cooper, Jr., has therefore proposed undertaking, with the assistance and support of the Inuvik Research Laboratory, a study of sea ice movement in Kugmallik Bay during the period January to June, 1967.

The Inuvik Research Laboratory is well suited, both in location and in presently available staff, to carry out these studies. To initiate the program on a sound scientific basis, Dr. Cooper would help laboratory personnel to set up a program of measurements and would give general supervision to its execution. After such a start future studies could probably be carried out very profitably in the region by laboratory personnel. The study could in fact be considered as initiating the laboratory's own internal research program with scientific guidance in this case provided by Dr. Cooper. Mr. Hill fully supports this proposal.

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- 2 -

I propose asking Dr. Cooper to carry out this study under contract. The main cost will be his travelling expenses for any necessary journeys between here and Inuvik. Probably three such journeys will be necessary throughout the winter. Dr. Cooper is willing to give his time without remuneration. I would prefer, however, to add a reasonable consultant's fee for the few days he will be involved on the project. The only equipment required that is not at the Inuvik Laboratory is a surveying theodolite of sufficient accuracy. Dr. Cooper has such an instrument, and will lend it for this project without charge. The only other cost will be a small amount of computer time.

G.W.R.

COMMUNICATIONS
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FILE No. 87-3-32

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P.A.
November 25/66
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MR. C.M. BOLGER, DIRECTOR,
NORTHERN ADMINISTRATION BRANCH

Ottawa 4, November 25, 1966.

Mackenzie Delta Research Project Conference

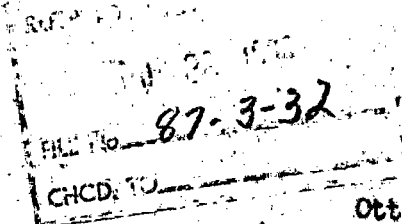
Further to my message of November 10, may I make one additional suggestion. Mr. John Cox, Town Planning Officer of the Engineering Division, has been working in close association with Mr. Clarence Aasen and Mr. Walter Wright. They have been engaged in a town planning study in the Mackenzie Delta. Their study is one of the research undertakings in the Mackenzie Delta Research Project. They have received a good deal of advice and assistance from Mr. Cox, and it is hoped that their data and analysis will be useful to him in his work. I believe that it would be very much to the benefit of Northern Co-ordination and Research Centre and the Branch if Mr. Cox could attend the conference on May 6.

Original Signed by
A. J. KERR

A.J. Kerr,
for Chief,
Northern Co-ordination
and Research Centre.

A.J.KERR/kf

P.A.
17/66
roy



DR. D.A. MUNRO,
DIRECTOR,
CANADIAN WILDLIFE SERVICE

Ottawa 4, November 17, 1966.

Mackenzie Delta Research Project Conference - December 5 and 6

A conference of persons connected with human-orientated research in the Delta has been organized for Monday and Tuesday, December 5 and 6. On Tuesday morning, oral reports of last summer's field work will be read, and at the afternoon session, recommendations will be presented for discussion and comment. Members of government agencies are being asked to attend the Tuesday sessions, and this letter is to invite representation from the Canadian Wildlife Service. Details of time and place will be sent to you as soon as they are fixed definitely.

Original Signed by
G. W. ROWLEY

G.W. Rowley,
Secretary,
Advisory Committee on
Northern Development.

A.J. KERR/kf

P.A.
Nov. 17/66
JB

MR. W.J. CHURCHMAN,
DIRECTOR,
INDIAN AFFAIRS BRANCH

REFER TO

Ottawa 4, November 17, 1966.

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FILE No.

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Mackenzie Delta Research Project Conference - December 5 and 6

A conference of persons connected with human-orientated research in the Delta has been organized for Monday and Tuesday, December 5 and 6. On Tuesday morning, oral reports of last summer's field work will be read, and at the afternoon session, recommendations will be presented for discussion and comment. Members of government agencies are being asked to attend the Tuesday sessions, and this letter is to invite representation from the Indian Affairs Branch. Details of time and place will be sent to you as soon as they are fixed definitely.

Original Signed by

G. W. ROWLEY

G.W. Rowley,
Secretary,

Advisory Committee on
Northern Development.

A.J.KERR/kf

P.A.
Nov 17/66
JB

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MR. DIGBY HUNT,
DIRECTOR,
RESOURCES AND DEVELOPMENT GROUP

Ottawa 4, November 17, 1966.

MacKenzie Delta Research Project Conference - December 5 and 6

A conference of persons connected with human-orientated research in the Delta has been organized for Monday and Tuesday, December 5 and 6. On Tuesday morning, oral reports of last summer's field work will be read, and at the afternoon session, recommendations will be presented for discussion and comment. Members of government agencies are being asked to attend the Tuesday sessions, and this letter is to invite representation from the Resources and Development Group. Details of time and place will be sent to you as soon as they are fixed definitely.

Original Signed by
G. W. ROWLEY

G.W. Rowley,
Secretary,
Advisory Committee on
Northern Development.

A.J. KERR/kf



Department of Indian Affairs
and Northern Development

Department
of Northern Affairs

and National Resources Northern Administration Branch

Ministère des Affaires indiennes
et du Nord canadien

Ministère
du Nord canadien et

des Ressources nationales

Direction des régions septentrionales

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→ P.A.

DEPUTY MINISTER

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REGISTRY SERVICE

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FILE No. 82-3-32

CHGD. TO

Ottawa 4, November 7, 1966.

our file / notre dossier

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our file / votre dossier

Article on Social Science Research
by Mr. M. Shand

-- In response to your request of October 25, I attach a memorandum for the Minister, dealing with Mr. M. Shand's article on social science research in the North, and published in the Edmonton Journal on October 4.

[Signature]
for Director

MINUTES OF A MEETING TO DISCUSS DEPARTMENTAL RESEARCH

2 p.m., AUGUST 15, 1966.

PRESENT:

| | |
|-----------------|--|
| Mr. J. Gordon | Assistant Deputy Minister - Chairman |
| Mr. R. Green | Resource Management Division |
| Mr. T. Hyslop | Northern Administration Branch |
| Mr. J. Darling | Indian Affairs Branch |
| Mr. W. Luyendyk | Personnel Adviser |
| Mr. P. Lesaux | Planning and Estimates |
| Mr. G. Rowley | A.C.N.D./Northern Co-ordination and Research |
| Mr. A. Kerr | " " " " " |
| Mr. C. Merrill | " " " " " |

INTRODUCTION:

The Chairman referred to the summary of departmental research programs that had been circulated before the meeting. It indicated the large number and wide variety of the various research and related activities in the department. There was a need for discussion of these programs by an appropriate clearing agency so that research in and for the department could be effectively planned. The Indian Affairs Branch, in discharging the federal responsibility for Indians, would encounter many problems related to those faced by Eskimos, such as the dependence of an increasing population on a declining resource base. The effective allocation of research effort at the departmental level required up-to-date information on research in the social sciences within this and other federal departments, in the provinces, and in the universities. The N.C.R.C. also had an important role in the co-ordination of research at the inter-departmental level, but this could be discussed at a later meeting.

DR. VAN STEENBURGH'S SUMMARY OF NORTHERN RESEARCH

The Chairman referred to Dr. van Steenburgh's survey of northern research which showed that the social and economic sciences receive little support in comparison with earth sciences and space research. Mr. Hyslop suggested the effort for defence and space research might have been assessed on a different basis from other sciences. Mr. Green said research on the Pine Point smelter and the Stanford study on the Alaska Highway did not appear to be covered in Dr. van Steenburgh's summary.

COSTING OF RESEARCH AND THE NEED FOR CO-ORDINATION

Mr. Gordon pointed out that costs of departmental research could not be readily identified in department records because of the nature of the estimates and accounting procedures, e.g. the expenditures for travel and salaries

-2-

were consolidated in the departmental estimates and would often not be recorded against individual research projects. Departmental research could be considered broadly in four categories --

1. Projects undertaken by employees of branches and divisions not specifically identified nor permanently employed as researchers or analysts -- costs not readily identified.
2. Projects undertaken by departmental employees absent on educational leave or as post-graduate studies -- costs not readily identified.
3. Projects undertaken by branch employees with the advice and help of consultants in relation to certain aspects -- the costs of consultants might represent a relatively small amount and the budget therefore would not correctly reflect the total cost of the studies to the department.
4. Research undertaken by contract or by N.C.R.C. research staff -- costs readily identified.

The present situation rendered the department vulnerable on the following accounts:

1. Without a central agency there was a substantial danger of duplication and overlapping of effort by different groups within the department as well as with work done elsewhere.
2. In a number of cases terms of reference were drawn up, research agencies selected, and results distributed by individual divisions or branches acting in isolation.
3. Neither the number of employees directly or indirectly involved in research nor the amounts spent by the department on research were known with any accuracy.

DEFINITION OF RESPONSIBILITIES

The following general conclusions were reached regarding responsibilities for research.

1. Responsibility of Branches

- (a) For initiating research, analyses, and studies needed to provide answers to urgent operational problems in the short term. Branches would be responsible for determining the terms of reference, the selection of the agency to carry out the study, and the use and distribution of results. This should, however, be done in con-

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- 3 -

sultation with the N.C.R.C. to ensure that the terms of reference were sufficiently broad, that the implications of the project to other branches or agencies be considered, and that the most appropriate research agency be used. Branches could turn to N.C.R.C. for technical assistance in the development of these projects and the utilization of the findings.

2. Responsibility of N.C.R.C.

- (a) For research cutting across the interests of two or more divisions or branches in the department, in areas which were not being adequately dealt with on branch initiative, or in sensitive fields in which the operating agency could not be expected to function with the appropriate degree of objectivity.
- (b) For projects involving interdepartmental relationships where there might be a conflict of interest.
- (c) For, in general, long-term and pure research, for research not directly related to immediate operational problems of branches, and for research related primarily to the Minister's statutory responsibility to sponsor and encourage the development of better information and knowledge of the Canadian north.

Mr. Gordon said the Resources Development Group was in a special category as it was in the process of developing a research and analytical capability. It would, through its representation on the Committee and by liaison with the N.C.R.C., undertake to keep other agencies of the department informed of any research planned or in progress.

THE ROLE OF THE DEPARTMENTAL RESEARCH COMMITTEE

The Chairman suggested that the Departmental Research Committee should:

- (a) review departmental research programs;
- (b) operate as an initial clearing house for research in the planning stages;
- (c) consider priorities;
- (d) report on progress.

It might eventually be advisable to have sub-committees dealing with specific areas but this did not seem necessary at present.

Mr. Lesaux suggested the Canadian Wildlife Service should be represented on the Departmental Research Committee. Mr. Rowley said that Dr. Munro was a member.

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Mr. Rowley considered the provision of the secretariat for the Committee to be an essential N.C.R.C. function. When the Committee had been originally established, the Deputy Minister had agreed that a position would be necessary to enable the Centre to carry out this new function. This was still the case.

Mr. Darling said the Indian Affairs Branch would be pleased to attend the Committee and discuss research programmes. This was especially appropriate in the light of Mr. Gordon's reference to the similarity between the economic and social problems faced by Indians and Eskimos.

THE ROLE OF THE N.C.R.C.

Mr. Rowley referred to the Minister's two-fold responsibility for northern research:

- (1) To foster and encourage scientific and technological research related to the north. This was a broad responsibility covering pure as well as applied research, and not restricted to research related to departmental responsibilities.
- (2) To carry out research required for the efficient discharge of the Department's operational responsibilities in the north.

The work of the N.C.R.C. was directed towards these responsibilities.

Examples of activities falling under (1) were:

- (a) The grants program, including support for the Arctic Bibliography;
- (b) The operation of the Inuvik Research Laboratory;
- (c) The recent hovercraft trials at Tuktoyaktuk.

Examples of activities falling under (2) were:

- (a) The Mackenzie Delta research project, orientated towards departmental responsibilities; and
- (b) The study of sled dogs initiated to meet a stated departmental need.

Mr. Darling asked whether the N.C.R.C. was concerned only with the north. Mr. Rowley said research supported through the Centre was not restricted to

- 5 -

the Yukon and Northwest Territories. Social scientists had wide interests which were not limited by geographical boundaries. It seemed logical and appropriate that the N.C.R.C. should provide any assistance required by the Indian Affairs Branch in research.

Mr. Luyendyk considered branches should have responsibility for research directed towards immediate operational problems; the N.C.R.C. should be responsible for other research and should provide such services as a central library, a co-ordination centre, and a specialist staff.

Mr. Gordon said that, while branches had a primary initiative for dealing with research problems of an immediate operational nature, this was not exclusive. A more objective, and therefore a more desirable approach, might be adopted by another agency.

Mr. Rowley asked for comments on the draft paper on research and co-ordination. Mr. Hyslop said that replies had not yet been received from all divisions of the Northern Administration Branch.

Mr. Rowley said the Director of the Northern Administration Branch had suggested that the engineering research at present being carried out in or for his branch should be transferred to the N.C.R.C., and carried out as part of its program, if appropriate arrangements could be made. This was a most constructive suggestion and he was intending to pursue it.

Mr. Kerr drew attention to the problem of establishing more adequate facilities for the dissemination of information resulting from research.

Mr. Rowley referred to departmental studies on the use of large aircraft for servicing the north which he understood were being carried out. He asked that those working on transportation problems should consult with Mr. Merrill who was responsible for co-ordination of research in this area.

Mr. Rowley requested that consideration be given to initiation of an internal research program at the Inuvik Laboratory directed in particular towards local problems. This was an urgent matter and had been raised by the Minister when the estimates for 1966-67 were being reviewed.

CONCLUSION

The Chairman suggested that the Committee should meet again around the middle of September and be prepared to discuss:

1. the review of departmental research circulated to the Committee,
2. the draft paper on research and co-ordination,
3. the identification of departmental employees engaged full-time or substantially in research,
4. the requirement for an internal research program at the Inuvik Laboratory directed towards local problems,
5. methods of disseminating information derived from research.

Under the Government Organization Act, 1966, the Minister of Indian Affairs and Northern Development is specifically responsible for

- (a) co-ordinating the activities in the Northwest Territories and the Yukon Territory of the several departments, branches and agencies of the Government of Canada;
- (b) undertaking, promoting and recommending policies and programs for further economic and political development of the Northwest Territories and the Yukon Territory; and
- (c) fostering, through scientific investigation and technology, knowledge of the Canadian north and of the means of dealing with conditions related to its further development.

-2-

The main instrument for achieving interdepartmental co-operation is the Advisory Committee on Northern Development. The Committee's terms of reference are "to advise the government on questions of policy relating to civil and military undertakings in northern Canada and to provide for the effective co-ordination of all government activities in that area". Both the political and economic development of the north has lagged behind that of the rest of Canada. The need to improve conditions cannot be met by the actions of one department alone. It requires the co-operation of all departments of government that are active in the north with the Department of Indian Affairs and Northern Development providing leadership, and formulating co-ordinated policies acceptable to other departments. Measures for improving conditions in the north will, however, be ineffective if they are not framed in the light of adequate knowledge, and inefficient if they are not supported by scientific and technological research.

The rôle of the A.C.N.D. should not be considered only as the passive one of reviewing and advising on measures referred to it. The Committee is often in a position to take the initiative in proposing measures to accelerate northern development and to originate the examination of northern problems.

Co-ordination

The Yukon and Northwest Territories cover over one-third of Canada but their combined population of about 45,000 is less than .2% of the nation. The large area makes government difficult and costly, and, in the absence of local sources of supply and other services, government operations

-3-

involve much more support than elsewhere in Canada. If departments were to operate individually, each would provide for its own requirements only, and duplication would be inevitable, adding needless expense to what is already inherently costly. It is essential therefore that government departments in the north work closely together to rationalise their operations. This involves adopting common standards where practicable, and agreeing on co-ordinated approaches to common problems.

Co-ordination is necessary both locally in northern settlements and on the policy level. The Advisory Committee on Northern Development with its existing permanent sub-committees concerned with transportation, telecommunications, construction, and scientific research provides a means of co-ordinating broad government policies, but is not at present in a position to advise on the co-ordination of local administrative problems for which the initiative must most frequently come from the field. It is proposed therefore to establish an administration sub-committee to consider a wide range of administrative problems affecting personnel and supply in the north. As a parallel move, consultative machinery must be developed in the field between the various government departments concerned to resolve local problems in accordance with established policies, and to suggest how these policies should be modified in the light of actual field conditions. Without such machinery, policies drawn up in Ottawa can become unrealistic and impose an inflexibility ill-suited for meeting the rapid changes currently taking place in the north. These measures, and the assumption of a more active role by the A.C.N.D. and its existing sub-committees will require some strengthening of the secretariat.

-4-

Research

A recent review by the Special Scientific Adviser to the Privy Council analyses the expenditures on northern research and development in Canada. His analysis shows a strong emphasis on upper atmosphere research and geophysics and he concludes that the amount spent on the physical sciences is completely out of balance with the expenditures on the biological and social sciences.

| | <u>1965-66</u> | <u>1966-67</u> |
|--------------------------------|----------------|----------------|
| Biological and Medical Science | 1,448,354 | 1,706,713 |
| Physical and earth sciences | 13,212,484 | 14,787,773 |
| Mapping | 3,262,082 | 3,376,539 |
| Social and Economic Sciences | 265,239 | 301,555 |
| Other | <u>21,500</u> | <u>115,000</u> |
| | \$ 18,209,659 | \$ 20,287,580 |

It is evident that the small sums provided for social and economic research are inadequate for the study of the sociological problems and of the problems that will have to be faced in exploiting the potential resources of the north. A review of the needs in relation to work in progress indicates the following as among the most urgent tasks where greater research effort is required.

- (a) Research on sociological problems including those relating to the education and training of the northern population for a wide range of new occupations, adaptation of the native people to changing conditions, community and area development, welfare needs, and social assistance.

-5-

- (b) Research on technological and economic problems including transportation, housing, utilities, and telecommunications.
- (c) More effective means of defining northern research needs and of disseminating the results of scientific and technological research.

In addition greater emphasis should be given to biological studies in relation to the productivity and utilization of renewable resources.

In the 1965-66 fiscal year the Northern Co-ordination and Research Centre had an appropriation of \$454,000 to cover both interdepartmental co-ordination of all government activities and the encouragement of northern research, including the conducting of a research program. Of this sum \$175,000 was for grants to assist northern research by universities and institutes and to publish an arctic bibliography. About \$70,000 was for the operation of the Inuvik Research Laboratory which provides support for research carried out by government departments, universities, and industry but does not at present conduct a research program of its own. Some \$115,000 was for research carried out by the Centre mainly in the social sciences. About \$20,000 was for interdepartmental co-ordination of government activities in the north and associated staff duties. The remaining \$74,000, was for the administration of these programs and for support common to them all.

In order to provide more adequately for the planning, co-ordination, and conduct of research and technology, and for the co-ordination of the activities of government departments in the north, the following steps are necessary:

- (a) An enlarged research program in the social sciences.
- (b) Greater emphasis on the technological needs of the north.
- (c) Expansion of the Inuvik Scientific Research Laboratory to provide additional facilities and to undertake a limited research program of its own directed primarily towards local problems.
- (d) The provision of a northern scientific and technological information service.
- (e) Greater emphasis on co-ordination both of northern scientific programs and of government activities in general.
- (f) The establishment of a Northern Scientific Advisory Council, of about six distinguished scientists with northern interests, to review work in progress and to recommend to the Minister programs of research on both a short-term and a long-term basis, and other measures to meet the scientific needs of the north.

To achieve these objectives it is proposed to reorganize the secretariat of the A.C.N.D. and N.C.R.C. as a research and co-ordination branch. The suggested organisation and the outline of a program of social science research are described in Appendices "A" and "B" respectively, (not attached).

DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

MINISTÈRE DU NORD CANADIEN ET
DES RESSOURCES NATIONALES

OFFICE OF THE DEPUTY MINISTER

CABINET DU SOUS-MINISTRE

DATE

22 Sep

TO:
A:

Mr Gordon

REMARKS:

REMARQUES:

You wanted to see this again,
and it is to be reviewed when the
policy meeting or research is held
with the Minister.

The Minister had a talk with
Dr Hubant at Inuvik and I think
he was favourably impressed. Dr Solandt
certainly was.

I don't know how my pencilled note
reached the Minister. It was the draft
from which my secretary should have
the covering note to you. 000046
G. W. K.

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES
MINISTER'S OFFICE

DATE _____
TO: *Mr. Gordon*

FROM: *Mr. Rowley*

REMARKS:

*This might be reviewed
at the time of the
policy meeting on
northern research.*

Mr. Rowley to note &

BF for May return Aug. 10, pl.

000047

Rowley

DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

MINISTÈRE DU NORD CANADIEN
DES RESSOURCES NATIONALES

OFFICE OF THE DEPUTY MINISTER

CABINET DU SOUS-MINISTRE

DATE _____

TO: _____
A: _____

Mr. Goyen

REMARKS:

REMARQUES:

I called the ^{the Ministry} ~~Ministry~~ ~~regarding~~

has requested about 2 Labrador's work

In the Mackenzie Delta Project

a attempt is complete a approach

as possible. Missing out the avenue

would be like try to paint a

picture without a major colour

missing on the palette

I don't know who should interview

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MINISTER OF
NORTHERN AFFAIRS AND
NATIONAL RESOURCES



NA & NR
COMMUNICATIONS &
REGISTRY SERVICE
MINISTRE DU
REFEINDORD CANADIEN ET DES
RESSOURCES NATIONALES
OCT 14 1966
FILE No. 87-3-32
CHGD. TO

Ottawa 4, June 17, 1966.

THE MINISTER

Mackenzie Delta Project - Dr. Lubart

You asked for more information on the reasons for engaging Dr. Lubart to undertake a study in the Mackenzie Delta this year, and how his study would fit into the overall plan for the Mackenzie Delta Research Project.

The purpose of our research program in this region is to isolate and analyse social and economic conditions which impede the native peoples from participating in northern development, and to assess the extent to which they are making effective adjustment to life in the settlements, and to other changes brought about by Government and commercial expansion in the area. We anticipate that the program will provide a better understanding of the needs and aspirations of the native peoples and the opportunities open to them, and will help to determine the best means to involve them in identifying and solving their own problems, and in managing their own affairs.

In the past, the approach to research sponsored by the Northern Co-ordination and Research Centre has been "piecemeal", resulting in a number of isolated studies of single communities scattered throughout the north. Typically, a community was studied by a single researcher who was a specialist in only one field of social science. While this approach yielded a large amount of useful information, there remained a pressing need for a more co-ordinated effort.

The Mackenzie Delta Research Project marks the first time that the Department has undertaken a co-ordinated approach to research, and is the first attempt at gathering together an interdisciplinary team of scientists to concentrate on the many distinct but interrelated problems of a single geographic region. To this extent it is a pilot project. A closely co-ordinated project of this kind should enable us to collect a systematic body of information dealing with the administrative, economic, social, and technological requirements of the Delta area. As a result of preliminary research in 1965, the program for 1966 calls for studies to be conducted in the following fields:

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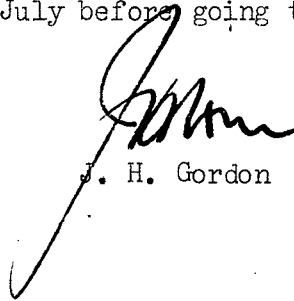
-2-

1. Availability of renewable resources and the effectiveness of their exploitation.
2. Problems of town planning.
3. Problems of culture change as they are perceived by transient white residents.
4. Motivations and perceptions of the native people, and how these may be related to the development of administrative policy.
5. Relations between ethnic groups within the native population (Indian, Eskimo, and Metis), and the implications for future community development programs.
6. Problems related to mental health in the native population.

The last study is the one which would be undertaken by Dr. Lubart. The collection of comparative data pertaining to the mental health of the people will provide a means of measuring the stress which develops in a time of rapid social change, and can indicate the social and psychological cost or gain when people must orient themselves to new ways of living and working. As I mentioned at the outset, this matter of assessing the adjustment of the people to wage employment and life in the towns is a vital purpose of the overall program. Dr. Lubart is qualified to bring a special perspective to bear on this problem, and his contribution is an essential part of the project. His work should serve to reinforce and complement the research by anthropologists into motivations, perceptions, attitudes, and ethnic group relations.

Specifically, Dr. Lubart plans to investigate clinical, psychiatric evidence of problems in adjustment to a competitive social and economic environment, with attendant manifestations of delinquency, changing relationships in marriage, and the changing role of parents in child training. These are areas of direct and practical concern to social workers. I need not say that the Chief of the Welfare Division fully supports this project.

As a medical doctor and specialist with previous experience in the north, Dr. Lubart is perhaps uniquely qualified to undertake research in this field. He has agreed to work for us as a seasonal technical officer 6 at a salary of approximately \$687 per month. This is several hundred dollars less than a doctor fresh out of medical school would receive from the Department of National Health and Welfare, and illustrates his own keen interest in the study. As he is required for the second phase of the Mackenzie Delta Project, which is now underway, arrangements are in hand for him to arrive in the Delta within the next few weeks. I believe he intends to visit Ottawa briefly in early July before going to Inuvik.



J. H. Gordon

Deputy Minister of
Northern Affairs and
National Resources

Sous-ministre du
Nord canadien et des
Ressources nationales

TO: Mr. Rowley
A:

Date June 13, 1966

☐ Approve
Approbation

☐ May we discuss
Discussion avec nous

☐ Signature

☐ As requested
Selon indications

☐ Comment
Commentaire

☐ Note
Noter

☒ Action
Donner suite

☐ Note and return
Noter et retourner

☐ Direct Reply
Répondre directement

☐ Note and forward to—
Noter et faire suivre à

☐ Copy for this office
Copie pour ce bureau

☐ Preparation of reply by
Réponse d'ici le

☐ Information

☐

Re
[Signature]

000051

MINISTER OF
NORTHERN AFFAIRS AND
NATIONAL RESOURCES



MINISTRE DU
NORD CANADIEN ET DES
RESSOURCES NATIONALES

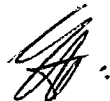
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| CANADA | |
| NA & NR COMMUNICATIONS & REGISTRY SERVICE | |
| REFER TO _____ | |
| JUN 8 1966 | |
| FILE No. | 47-3-32 |
| CHGD. TO _____ | |

J.H. GORDON

Ottawa 4, June 6, 1966

With respect to your memorandum of May 26 on the subject of Mackenzie Delta Research to the Minister and the employment of Dr. Lubart.

The Minister's initial reaction was quite strongly negative. I think it might be as well if you could elaborate to him the justification for such a study, and indicate how it fits into the over-all plan.


Gordon F. Gibson,
Executive Assistant

RE

| | |
|--|---------|
| SNA & NR COMMUNICATIONS & REGISTRY SERVICE | |
| REFER TO | |
| JUN 24 1966 | |
| FILE No. | 87-3-32 |
| CHGD. TO | |

Ottawa 4, May 26, 1966.

THE MINISTER

Mackenzie Delta Research

You are aware of the comprehensive study of the Mackenzie Delta being made at present. The preliminary phase was completed last year, and was followed by a conference to assist in defining objectives for the next phase. One of the suggestions of this conference was that research into the practical problems faced by administrators might well proceed hand-in-hand with more basic research. With this in mind, it is proposed that, together with research into the general problems of adaptation to changing social and economic conditions, investigation will be made of problems met by welfare officers in the field of delinquency, child training, marriage relationships, and competition, as these are evidenced in a clinical setting.

It is very difficult to find people qualified to undertake such study. The Northern Co-ordination and Research Centre has been in touch with a Dr. Lubart, an assistant professor at Columbia University, who has worked in the north before and is interested in carrying out this work. Dr. Lubart, who has an MA in Zoology as well as being a medical doctor, has specialized in psychiatry. He is well qualified for this work, but I know you would want to be aware of these plans to employ him.

J. H. GORDON

J.H. Gordon

A.J.KERR/G.W.ROWLEY/ml

T.O.S. 2/1/66

April 5
Ottawa 4, March 25, 1966.

THE MINISTER

The Mackenzie Delta Project

| |
|---|
| INFORMATION COMMUNICATIONS REGISTRY SERVICE |
| REFER TO |
| APR 6 1966 |
| FILE NO. 87-3.32 |
| CHGD. TO |

As you know, much of our research is being concentrated at present in a detailed study of the Mackenzie Delta region. Four preliminary studies were made last year to indicate the main areas to which particular attention should be directed. A conference has just been held to go through these preliminary reports with representatives of universities and of other government departments as well as our own.

The four preliminary reports were:

1. The Mackenzie Delta - Its Economic Base and Development, by John Wolforth, economist and geographer, University of British Columbia.
2. Domestic Economy of the Native Peoples, Mackenzie Delta, by Derek G. Smith, anthropologist, University of British Columbia and Harvard University.
3. Technology and the Mackenzie Delta, by P. Fenimore Cooper, Jr., physicist and engineer, Harvard University.
4. Community Structure - Inuvik - Summer 1965, by José Mailhot, anthropologist, University of Montreal.

The conference discussed the draft reports, which had been circulated in advance, and considered the program of work for this year. It went very well. On the one hand, the university participants appreciated the opportunity to come to grips with the practical realities of administrative problems, while the government representatives were able to hear about university work related to their responsibilities.

In summary, the conference accomplished the following:

1. It brought professional anthropologists and administrative officials together to discuss problems of mutual interest. It helped to provide the anthropologists with an understanding of administrative problems and the administrators with an understanding of research techniques.

-2-

2. It assisted in assessing the research that has already been carried out, and in planning future work.
3. It provided a basis for co-ordination and co-operation among northern scientists engaged in research financed by the government together with those financed by other agencies.

The following are the areas on which attention will be focussed this season:

1. A study of the motivations and perceptions of native people in the rapidly changing socio-economic environment of the Delta.

This study will use the framework developed by Smith last summer to investigate what part the native people are likely to want to play in development, and their attitudes towards wage employment and other changes in the north.

2. A study of sub-groups among the native people of the Delta.

In the Mackenzie Delta a number of groups of native people showed similar interests and acted together in certain matters. The preliminary study indicated that knowledge of the composition of these groups and the relationships between them was necessary for the effective introduction of departmental policies and programs.

3. A study of culture-change problems in the Delta as they are perceived by transient white residents.

The attitudes of southerners, though transient, are a very important influence in the Delta, and will markedly affect the processes of change among native people. In order to assess the importance of this influence, a systematic knowledge of the interests, attitudes, and beliefs of these transients about the local people is necessary.

4. An expanded study of the Delta resource base.

The start made with Wolforth's report, based on his field research last summer, needs to be expanded to provide more data and analysis of the resources of the area. A division of work with the Area Survey Officer of the Industrial Division is being arranged.

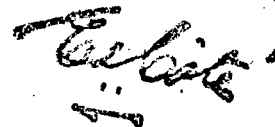
5. A study of the mental health of native people.

The stresses resulting from changing conditions have been reflected in mental disturbances of various degrees among the native people. The extent of this and the resulting social problems indicate what is involved for native people when they adapt to our way of life. The possibility of undertaking this study depends on whether the services of a suitable scientist can be obtained.

-3-

6. A study to isolate and evaluate the social and physical components
significant for community-planning in the Delta.

This study will be an exploratory investigation in which the findings of research in the Delta, either completed or in progress, will be applied to develop principles for planning that are fitted to local conditions and are based on social as well as physical conditions.



E. A. Côté,
Deputy Minister.

RCJLEY/jd

DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

MINISTÈRE DU NORD CANADIEN ET
DES RESSOURCES NATIONALES

OFFICE OF THE DEPUTY MINISTER

CABINET DU SOUS-MINISTRE

DATE April 12, 1966.

TO: Mr. Gordon: (in return)

REMARKS:
REMARQUES:

You may wish a copy for retention.

My thanks for your considerable assistance.


A. J. Kerr.

000057

MACKENZIE DELTA RESEARCH PROJECT - PLANNING CONFERENCE

A meeting of university scientists, together with government scientists and administrators, was held on February 28 and March 1, 1966, in Room 1403 South, Centennial Tower, Ottawa, to discuss reports of previous field work and proposals for future research in connection with the Mackenzie Delta Research.

PRESENT:

Mr. A. J. Kerr (Chairman)
Northern Co-ordination and Research Centre,
Department of Northern Affairs and National Resources

Mr. C. Aasen
Faculty of Engineering
University of Waterloo

Mr. G. Angers
Industrial Division
Department of Northern Affairs and National Resources

Dr. R. A. Armstrong
Northern Health Services
Department of National Health and Welfare

Dr. A. Balikci
Department of Anthropology
University of Montreal

Mr. D. Bissett
Industrial Division
Department of Northern Affairs and National Resources

Mr. W. Bock
Education Division
Department of Northern Affairs and National Resources

Mr. C. M. Bolger
Assistant Director, Northern Administration Branch
Department of Northern Affairs and National Resources

Dr. N. Chance
Department of Sociology and Anthropology
McGill University

Dr. P. F. Cooper
Peabody Museum
Salem, Massachusetts

Mr. J. Cox
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Mr. G.W. Rowley
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I. INTRODUCTORY REMARKS

1. Mr. A.J. Kerr explained that the provisional design of the Mackenzie Delta Research Project called for research to be undertaken in three stages over a period of three years. The first stage was completed in 1965, when a research team of specialists in anthropology, economic geography, and physics was recruited by the Northern Co-ordination and Research Centre and sent to the Delta to undertake preliminary studies as a basis for further, more intensive research. The purpose of the conference was to discuss the reports resulting from the first phase, to seek suggestions and recommendations for the future planning of the Project, and to examine the best means for co-ordinating this research with research planned by other organizations and individuals.

2. Mr. J.H. Gordon outlined the basic aims and objectives of the Mackenzie Delta Research Project. Essentially, these were to provide the Government with a better understanding of the needs and aspirations of the native peoples of the area and the opportunities open to them, and to determine the best means to involve them in identifying and solving their own problems, and in managing their own affairs. The Department of Northern Affairs and National Resources was seeking concrete recommendations and proposals which could be put into effect, if only as pilot projects, in the shortest possible time following the presentation of the research findings.

This was the first time that the Department had attempted to gather together an interdisciplinary team of scientists to concentrate on the problems of a single geographic region. The Mackenzie Delta area had been chosen for special attention at this time because it was broadly representative of environmental, social, and economic conditions in both the Arctic and Sub-Arctic of Canada. He called on those present for suggestions as to the kinds of studies that might usefully be undertaken, and the agencies that should be asked to participate.

II. DISCUSSION OF PRELIMINARY PHASE REPORTS

3. Mr. Kerr noted that copies of reports based on preliminary field work in the summer of 1965 had been distributed to participants at the conference. He called on those who had performed field research to discuss briefly their work, and invited the other participants to comment and ask questions after each presentation.

(a) The Mackenzie Delta - Its Economic Base and Development -

by J. Wolforth

4. Mr. J. Wolforth said that during approximately three months in the field, he had concentrated on gathering basic data with respect to demographic change, wage employment, freight movements, exploitation of renewable resources with special reference to trapping and fur trading, and other related matters. There was need for further research on employment, population movements, natural resources, and the economic impact of policies which have guided commercial, industrial, and governmental activities in the area. These and other recommendations had been included in his report.

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5. Dr. J.J. Honigmann observed that within a brief period of field work, Mr. Wolforth had gathered a great deal of basic information which should prove useful in planning future research.

6. Dr. D. Foote agreed, and said the report raised some interesting questions which should be answered. It was necessary to learn more precisely the nature and extent of the Delta's renewable resources, and to determine the size of the human population which these resources could support. The answers to such questions called for basic biological research, and he asked if there were plans to incorporate biological studies in the Mackenzie Delta Project.

7. Mr. Kerr said biologists now stationed at Inuvik were conducting studies on muskrat productivity, but they were not actually involved in the Project. He agreed that the advice of biologists from the Canadian Wildlife Service and other agencies should be sought.

8. Mr. Gordon said that studies of the kind suggested by Dr. Foote should be done in connection with studies of the efficiency of harvesting methods now employed.

9. Dr. Hobart said there was a need for information about the economic aspirations of the Delta people. This would provide a basis for predicting the numbers of people who might participate in future resource harvesting, and should be correlated with information on available resources.

10. Mr. Kerr said that investigation of economic aspirations had been incorporated in the existing research design.

11. Dr. Foote suggested that if other government agencies were not in a position to assist in gathering the kinds of biological data needed, then the Northern Co-ordination and Research Centre should consider engaging biologists to work on the Mackenzie Delta Project's interdisciplinary team. The overall objective was to provide information which would permit flexibility in decision-making. Therefore, it seemed necessary to conduct investigations into biological, human biological, and cultural processes, and to combine knowledge of these three processes in such a way as to provide guidelines to the administration.

12. Mr. Kerr agreed in principle, but indicated that there were limitations to the scale on which the Mackenzie Delta Project could be operated. He asked for suggestions as to how such research problems might be approached, within the limits of the scale of operations.

13. Mr. D. Bissett thought that a wealth of data already existed from past biological studies. These data were available from such agencies as the Fisheries Research Board and the Canadian Wildlife Service. In order to acquire and use this existing information, it was only necessary to establish effective liaison with the relevant agencies.

14. Dr. Foote suggested that the Northern Co-ordination and Research Centre might consider hiring someone to compile existing biological data.

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15. Dr. Honigmann pointed out that geography and anthropology were essentially synthesizing disciplines, and suggested that professionals in these fields should be in a position to bring together biological and cultural data, and to identify and interpret relationships between them in a manner meaningful to administrators.

16. Dr. R.A. Armstrong suggested that modern data processing methods could be usefully employed in correlating the kinds of data under discussion. The Department of National Health and Welfare could provide data on health conditions in the Mackenzie Delta, and they might be able to process this information by computer.

(b) Technology and the Mackenzie River Delta

by Dr. P.F. Cooper

17. Mr. Kerr explained that the objectives of Dr. Cooper's preliminary research had been to identify some of the probable limitations and directions of technological development, and to examine some of the means by which technology might contribute to better resource utilization and better living standards.

18. Dr. Cooper said that in the course of his research, he had reached certain conclusions which ran parallel to points already made by other conference participants. These included the pressing need to bring together knowledge already available, and the need for more information on how resources are exploited at present, how to exploit them more fully in future, and what proportion of the population might be expected to benefit from fuller exploitation. In considering ways to improve living standards, it was important to bear in mind that providing better technical facilities to more people would mean concentrating the population in larger communities. Such a development seemed to conflict with proposals for better harvesting of renewable resources, which called for a dispersal of the population. There seemed to be no easy solution to this dilemma, although it might be possible to improve transportation to the resource areas, and to reduce the cost of living in towns.

19. Mr. Kerr said Dr. Cooper's study indicated that radical technological developments could not be expected to change economic and living standards in the foreseeable future. Life could be made easier for the native peoples of the north by more effective use of local resources and/or further subsidization.

20. Mr. Wolforth thought that future exploitation of oil and natural gas resources offered about the only possibility for dramatic change, and asked if Dr. Cooper had obtained any information about this.

21. Dr. Cooper said he did not think that the development of oilfields would provide large-scale, continuing employment for the native population.

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22. Mr. Gordon agreed, and thought that perhaps increased Territorial revenues would constitute the main advantage to the development of any petroleum reserves in the area.

23. Mr. W. Bock said the extension of winter roads into the Delta might reduce transportation costs.

24. Dr. Cooper said he had been told by Mr. R.A. Hemstock of the Imperial Oil Company that freight haulage by winter roads could cost up to twenty times as much as barge transportation in summer, because roughness imposed low speeds, reduced loads, and increased maintenance.

25. Mr. Gordon suggested that increased use of winter roads could reduce the need for maintaining large inventories in some areas.

26. Mr. R. Hill said that roads could have important social benefits by increasing population mobility and reducing the isolation between settlements.

27. Mr. Hyslop said the Department of Northern Affairs and National Resources had embarked on a long-term road building program which included plans for a road to Inuvik and other parts of the Delta area. A continuing effort was being made to reduce the costs of electric power, and a new Eskimo housing program was planned.

28. Dr. Cooper noted that in the past there had been relatively little effort to adapt technological innovations to northern conditions. Perhaps the time had come to look more closely at the special needs of the north and to create a new technology more suitable to the area. It seemed unwise to depend solely on research by private industry, since the techniques which industry might be expected to develop would be directed more towards large scale production for a mass market, than to meeting the specialized needs of a small population in regions like the Mackenzie Delta.

29. Mr. Gordon said there was a need for research into problems of industrial employment. There was an assumption that the onus was entirely on the native peoples to adapt, and that industry need not make any adjustments to the needs and cultural attributes of the people. Some industries had shown a willingness to experiment in making certain special provisions for Indian and Eskimo employees, but there was danger of conflict with the labour unions. A report from a research group might help to persuade industry of the need to make further adjustments.

30. Dr. Honigmann said that he had observed certain informal adaptations on the part of employers at Frobisher Bay. It was possible that there had been more adaptation by industry than was immediately apparent.

31. Dr. Slobodin agreed, and thought there had been both conscious and unconscious adjustments to the work attitudes and skills of local labour forces in the north.

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32. Mr. G. Anders said research on questions of native employment had been conducted in several African countries, including Rhodesia and Zambia, and that it might be useful to examine these research findings.

(c) Domestic Economy of the Native Peoples, Mackenzie River Delta, N.W.T.

by D.G. Smith

33. Mr. D.G. Smith explained that the central aim of his study had been to analyse in a preliminary way the difference between economic expectation and economic realization among native people in the region. His study indicated that, in spite of ethnic and other differences, the people of the Delta constituted in many ways a single community within a more or less distinctive environment. He had found it useful to distinguish three broad categories of people: those living on the land, those living in settlements but dependent partly on the land and partly on casual employment, and those living in settlements as full-time wage earners. The second group appeared to be subject to the most economic frustration, while the third had come closest to bridging the gap between economic expectation and realization. He suggested that intensive study of group relations, attitudes, aspirations, and values was necessary to provide a "practical" understanding of the people. His preliminary work had, he thought, shown how an intensive study should be organized.

34. Dr. R. Dailey asked if excessive use of alcohol was an important factor in preventing the people from realizing their economic aspirations. If so, patterns of liquor consumption should be investigated.

35. Mr. Smith thought that drinking was a significant factor. Some people appeared to spend a large proportion of their available cash on liquor, not only for their own consumption but to "treat" their friends. However, with so many inter-related aspects of social life in the Delta requiring investigation, he wondered if it would be advisable to spend a large proportion of the time available for field work on this specific question.

36. Dr. Hobart thought there was a need for more information on the symbolic significance of drinking behaviour, because this behavior was closely connected with the ways in which individuals and groups identified and defined themselves and their relations with others, both native and white. Knowledge about these matters might provide guidelines for administrative action designed to reduce excessive drinking.

37. Dr. Honigmann said that research into questions of economic frustration presented problems of methodology. Formal interviewing seemed to be the best method for obtaining systematic results, but native people were suspicious and felt threatened by interviews, and were reluctant to submit to them.

38. Mr. Smith agreed, and said that people had become evasive when he asked them direct questions. However, during prolonged, informal contact people frequently would comment about their attitudes and aspirations.

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39. Dr. Hobart suggested there were ways in which such data could be gathered systematically. He cited current experiments with thematic aperception tests, in which subjects are invited to participate in a "game", giving their interpretations of pictures which the interviewer showed to them. Again, it might be possible to bring groups together to discuss a hypothetical question or problem. However, it was true that the success of such methods depended on the prior establishment of rapport between investigator and subjects.

40. Dr. N. Chance agreed that with the proper approach, it was possible to pose hypothetical questions to informants, without approaching directly their attitudes and beliefs. This technique permitted them to respond hypothetically, without appearing to expose themselves. His own research group had had some success along these lines during field work with Indians in northern Quebec.

41. Dr. Slobodin considered that extensive knowledge of the people and their language was necessary before attempting to gather data on their motivations and values. There was a temptation for anthropologists to avoid learning native languages when working in an area like the Mackenzie Delta, where so many of the people spoke English. As a result, investigators sometimes failed entirely to identify many important aspects of social life. Time spent learning the language also served to establish rapport with the people, since it gave them the opportunity to exercise some measure of control in their relations with the anthropologist, who must assume the role of "subordinate" in the learning process.

42. Dr. Chance said that without knowledge of the local language it was far more difficult to study motivation than to study social structure. For this reason, anthropologists often tended to concentrate on structural studies.

III. DISCUSSION OF FUTURE RESEARCH PLANS

43. Mr. Kerr noted that a number of general suggestions for further research had been made already, including suggestions on research methodology. It was necessary now to discuss specific details of the research design for the Project, as tentatively outlined in a paper which had been distributed before the Conference. Stage II, to be undertaken in 1966, would use the insights developed in Stage I to identify more precisely and to explore in depth certain key aspects of the social, psychological, economic, and physical situation in the Delta. In Stage III, existing government programs would be examined, and suggestions made for their improvement and the possible implementation of new programs, on the basis of research findings.

Specifically, the studies proposed in Stage II included the investigation of:

- (a) motivation and perception of the native people;
- (b) relations between sub-groups in the native population;
- (c) mental health as index of stress in a social change situation
- (d) culture change problems as perceived by whites;
- (e) availability and use of local resources;
- (f) problems of town planning.

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In addition to the studies proposed in the research design for Stage II, a number of research suggestions had been received from government and non-government agencies operating in the Delta. These included requests from the Welfare and Education Divisions of the Northern Administration Branch for research on delinquency and crime, attitudes toward social assistance, the aspirations and economic prospects of school children, attitudes toward education, teacher recruitment, and a variety of related topics. Conference participants were invited to comment on the plans for Stage II, and to offer suggestions on the best way to integrate these plans with the immediate research needs of the administrators in the fields of welfare and education.

44. Dr. Balikci said the studies proposed in Stage II were fragmented and seemed to bear little relationship to one another. However, most of the studies would involve consideration of ecological factors. He suggested that a comprehensive ecological study could subsume and give an overall perspective to research problems of narrower scope, and thought that such a study should be given first priority.

45. Dr. Chance suggested that while ecological factors were important to consider, they were not sufficient in themselves to explain social processes in a situation where native peoples were experiencing a widening range of choice in their actions. In such a situation, motivations and self-perceptions became increasingly significant areas for study.

46. Dr. Honigmann said that ecological factors were not being ruled out, but could be taken into account in motivational studies.

47. Dr. Slobodin said some of the studies proposed for Stage II would require lengthy periods of field work. Ideally, one year should be allowed for field work on the mental health study, and one year for the study of motivation.

48. Mr. Kerr asked if it was necessary or advisable to undertake the broader and more theoretically oriented studies planned for Stage II, before investigating the relatively specialized and narrowly defined problems of immediate interest to the Welfare and Education Divisions.

49. Dr. Slobodin suggested that the answers to research problems posed by the administration should come out of broader studies.

50. Dr. Honigmann noted that the motivational study proposed for Stage II raised "umbrella-type" questions which subsumed the questions formulated by the Welfare Division. However, it did not seem necessary to pursue the broader problems first. To answer the Welfare Division's questions called for the examination of those questions specifically.

51. Dr. Chance said that he was in favour of undertaking basic research first, but agreed that it was not necessary. It was possible from the start to focus either on "pure" research problems or on "practical" administrative problems.

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52. Mr. Kerr noted that several references had been made to the difficulty of undertaking motivational studies, and asked if it was feasible to investigate such questions as the aspirations of school children, within the time available.

53. Dr. Hobart did not think that a study of school children's aspirations would be unduly difficult. It would be advisable to ask how realistic were the aspirations of these children, and what were the aspirations of the parents for them.

54. Dr. Honigmann said that the studies proposed by the administration served to alert those planning research to the need to include a wider range of age groups in the research design. Of the studies suggested by Welfare Division, that concerned with delinquency and crime seemed the easiest to handle.

55. Mr. F.J. Neville said that the Welfare Division favoured research which would show whether or not its existing programs met present needs, and which would provide suggestions for the development of new programs. The Division needed reliable information as soon as possible for the solution of practical problems. A correction program was being developed at the present time, geared to the rehabilitation of offenders. To implement such a program, it was necessary to have information about attitudes toward crime, attitudes toward rehabilitation, and related matters. However, this was only one of the problem areas which concerned the administration, and concern was not focused solely or even primarily in the Mackenzie Delta. A system of priorities should be established for conducting research, based on the relative degrees of urgency of the various problems requiring investigation. In planning research, there was a need for more liaison among the various units of the Department.

56. Mr. G. Rancier agreed that the administration needed answers to its questions fairly soon. Decisions had to be made as to the advisability of training natives for employment in the south, and encouraging industry to establish in the north. The administration preferred to operate on the basis of scientific information, but it could not wait for years for that information.

57. Mr. C.M. Bolger said that administrators did not expect the Mackenzie Delta Research Project to provide pat answers to all the questions they had presented. However, there was a need for the problems defined by the research planners to be reconciled in some way with those defined by the administrators.

58. Mr. Kerr agreed that a balance must be struck between the demands of basic research and the need for answers which could be applied relatively quickly. It seemed in order to study the specific research problems of the administration within the framework of the larger questions included in the present research design. He stressed that the entire Delta Project was strongly oriented toward research which could be applied administratively. It was proposed that Stage III would involve the local people, including members of the local administration, working in teams to devise means by which the previous research findings could be employed in the formulation of policy. He invited suggestions on the best means for planning research which would lead to the implementation of findings.

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59. Dr. J.B. Ellis suggested involving administrators in the actual research process, rather than inviting them to participate in implementation after the research was completed. The former approach would be more likely to encourage receptiveness to the recommendations arising from research.

60. Mr. Wolforth noted that research was proposed at two levels--the so-called "pure" and "applied". If the aim was to facilitate immediate applications on a local scale, then it was best to involve local field administrators. However, if long-term policy changes of more than local significance were anticipated, then high-level administrators should be involved.

61. Dr. Honigmann thought that senior administrators were more interested in co-operating with research workers.

62. Dr. Balikci agreed, and expressed the opinion that local administrators were less likely to have an appreciation of the broad problems which had to be faced in the north as a whole.

63. Mr. Bock pointed out that the Department's operations were being increasingly decentralized, and more local administrators were becoming involved in the making of important decisions. Change would come largely through recommendations made by local administrators, and through demands of the local people as they became more aware of the alternatives open to them. It was a mistake to think that all policy was initiated in Ottawa.

64. Mr. Kerr thought that it was important to involve the people who implement policies at the working level, in addition to the native peoples who are affected by those policies. If the local administrator were shown that the social scientist had a contribution to make, he would be likely to co-operate.

65. Dr. Hobart considered that the problem of administrative involvement, and of ensuring the "feedback" of information from researcher to administrator, was essentially a problem for those familiar with government organization. The feedback process could not be left to work informally, but must be built into the research design. It might be useful to appoint a committee to give careful consideration to general problems of collaboration between researchers and administrators. In this connection, a program of "action research" might be considered. There were receptive people at both the policy level and the local administrative level, and it seemed necessary to co-operate with both groups.

66. Dr. Chance said that his own research group, in working on a prolonged study of community development projects in Indian communities, met periodically with an advisory board consisting of government administrators. These meetings permitted a frank exchange of views, and a full accounting of research findings and future research plans. A similar arrangement might work in the Delta Project.

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67. Dr. Dailey suggested that researchers might provide administrators with a series of interim progress reports.

68. Dr. Foote said that it might be advisable to keep the local native peoples informed about the objectives of research, and to make them aware of the need for accurate information. If the people could be made to understand and appreciate that research findings might lead to the improvement of policies affecting them, they would be willing to co-operate with field investigators. Their confidence and co-operation might be gained by regularly feeding information to the opinion leaders in the Delta, and by employing native personnel to gather basic data.

69. Dr. Slobodin agreed in principle, but said that many people might not understand the information given to them, and some information might be resented. As the number of researchers increased in the north, the problem of their reception by local people became increasingly important. The question of feeding back research information to native groups was complicated, and required careful examination.

70. Mr. Kerr called for comments on the proposals for Stage III of the research. It was intended to form a team composed of researchers, together with administrators in education, welfare, and related fields. This group would co-operate in working out experimental applications of the research findings, and in making recommendations for policy change.

71. Dr. Honigmann said that the questions to be answered in Stage III should be built into the design for Stage II. Furthermore, it might be a mistake to separate Stages II and III. These phases overlapped and ran parallel to one another. There was a need to collaborate with administrators in Stage II as well as in Stage III.

72. Dr. Dailey agreed that the two phases should be combined in some way. It seemed necessary for questions of analysis and application to be considered at both stages.

73. Mr. Kerr agreed in principle that some merging of the two stages would be desirable. However, it was not clear how this could be accomplished in practice.

74. Mr. Kerr called on Messrs. C. ~~Aasen~~ and W. Wright to discuss their proposal for the study of an approach to regional planning in the Delta.

(Item 6, Stage II, in paper describing the research design)

75. Mr. Wright said it was Mr. ~~Aasen~~'s and his thesis that, through the development of adequate predictive models, a consistent program for regional planning could be achieved. The aim was to provide guidelines for future research and to develop a conceptual framework for planning, taking into account all possible environmental, physical, economic, social, and social psychological variables which might

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influence planning. Although Mr. Aasen and he were not in a position to examine in detail a large number of variables in a wide variety of disciplines, they hoped to perform a synthesizing function with the help of the specialists in several disciplines who would constitute the research team. Their first interest was in gathering data for their theses for the Master's Degree, but they hoped that their research could be integrated with the program for the Delta.

76. Mr. Wright's presentation was discussed at length. In the opinion of some participants, the proposal was considered too ambitious and perhaps unmanageable in its present form. However, a number agreed that with further refinement, and some scaling down of the objectives, the proposed research might make a useful contribution to knowledge of the Delta.

IV. DISCUSSION OF THE CO-ORDINATION OF THE MACKENZIE DELTA RESEARCH PROJECT WITH RESEARCH PLANNED BY OTHER ORGANIZATIONS AND INDIVIDUALS.

77. Dr. Honigmann said that he was planning to undertake a comparative study of Indians and Eskimos in Arctic and sub-Arctic towns in Canada. He was interested in studying the responses that people made to their social and economic opportunities, and the normal and deviant culture patterns in northern towns. He proposed to consider the town as a socializing environment, and as a stimulus to new forms of behaviour and to the making of new choices and decisions. He would look for patterns of response among different groups with respect to the use of alcohol, the opportunities for education and vocational training, and other matters. The next step would be to formulate hypotheses which might be useful in explaining the responses observed. The research was intended primarily to produce hypotheses, rather than to test hypotheses. A graduate student was doing research along these lines in Schefferville for a period of six months, and several graduates would be going to Churchill in the summer of 1966. Dr. Honigmann planned to go himself to Inuvik in the spring of 1967 for about seven months. There he would compare his findings with the results of his earlier work at Frobisher Bay, and probably would return later to Frobisher Bay.

78. Mr. Kerr asked Dr. Honigmann to comment on the possibilities for co-ordinating his work with that of the Delta Project.

79. Dr. Honigmann said that he welcomed the opportunity to co-ordinate his work with that of the Northern Co-ordination and Research Centre, and to incorporate in his own research questions which might be of practical significance to the Department. He had no specific suggestions for liaison at this time, but planned to do preliminary work in Ottawa, when he would be pleased to consult with the Centre. However, he did not wish to duplicate the work of other investigators, and was prepared to consider studying some town other than Inuvik, or to otherwise change his plans as a result of the conference discussions.

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80. Mr. Anders suggested that Dr. Honigmann might consider studying Yellowknife.

81. Mr. Rancier agreed with this suggestion, adding that Dr. Honigmann's proposed study of Churchill also could be valuable to the Department.

82. Dr. Armstrong expressed interest in Dr. Honigmann's proposals, and invited him to visit the Department of National Health and Welfare during the course of his work in Ottawa. That Department was planning a variety of research projects in the north, including the investigation of general health patterns, pneumonia among Eskimos, epidemiology among Indians, and dietary studies. All these projects should be co-ordinated in some way with Dr. Honigmann's research.

83. Mr. Kerr asked Dr. Balikci and Dr. Chance for suggestions for the co-ordination of departmental research in the Delta with social research being undertaken or planned at their respective universities.

84. Dr. Balikci said that an important concern of the Department of Anthropology at the University of Montreal was the training of graduate students for northern research. Hopefully, a PHD program would begin within two years, and students were available at the present time to participate in the Delta Project.

85. Dr. Chance said that at McGill University, all available anthropology students with interests in northern research were participating in the current series of studies of Cree Indians in northern Quebec, under his direction. However, by 1967 some McGill students might be available to participate in research sponsored by the Northern Co-ordination and Research Centre. His students were taking courses in social theory related to problems of development, and one course requirement was participation in an ongoing program of applied research in this field. One objective of the training program was to prepare social scientists for work in government. His Cree studies, under ARDA sponsorship, were directed at such problems as economic and geographic mobility, adjustment to new kinds of employment, motivation and perception, and factors which stimulated or inhibited political awareness and political involvement. At the same time, ongoing community development programs were being evaluated. These studies had a direct bearing on the kinds of issues that were being explored in the Mackenzie Delta. He expressed interest in co-operation and liaison with the Department of Northern Affairs and National Resources, and other government agencies.

86. Dr. Foote reported that he was embarking on a study of whale hunting in Norway, and might do similar research on resource exploitation in Labrador. Other studies in progress or planned by his

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group, included investigation of the fishing industry in West Greenland, and resource harvesting in both coastal and inland areas of Alaska. Hopefully, the data gathered would be relevant to economic patterns in other northern areas.

87. Mr. Rancier said the Education Division was sponsoring or involved in several ongoing studies, some of which were being undertaken by graduate students in education. These included an historical study of relations between church and state in Eskimo education, and a study of art as a means of communication with school children whose native language was not English. Other projects were focused on programmed learning, standardization of intelligence tests, and related problems.

88. Mr. Anders said the Industrial Division was continuing its series of area economic surveys, and would be paying particular attention to the Mackenzie region. Studies were planned for the Delta, and for the Fort Rae - Lac la Martre area. It was hoped that by 1967 or 1968, area economic surveys would have been completed in all parts of the north, after which regional planning studies might be undertaken.

89. Mr. Bissett said that his area survey in the summer of 1966 would take in the Delta and adjacent territory, including Fort McPherson and Arctic Red River.

90. Mr. W.F. Shepherd said the Welfare Division had no research projects under way at the present time. However, there were plans to recruit an officer to educate natives in the use of alcohol, and this person might undertake research somewhere in the Mackenzie District.

91. Mr. G. Richardson said the Indian Affairs Branch had no research plans for the Delta. However, there was a possibility that research might be undertaken among the Dogrib Indians in the vicinity of Fort Rae.

92. Mr. Kerr invited general comments and suggestions for the improvement of liaison and research co-ordination.

93. Dr. Slobodin suggested that each university scientist present might provide a brief written statement of his future plans to the Northern Co-ordination and Research Centre.

94. Mr. Wolforth expressed the fear that there might be duplication of research effort in the Mackenzie Delta. One way to avoid this might be the immediate preparation of a bibliography showing work already completed in the area.

95. Mr. Kerr said the NCRC was planning to engage an experienced bibliographer to prepare a core bibliography which could then be circulated to give agencies and individuals a chance to suggest additions.

96. Dr. Honigmann said there had always been informal liaison among professionals engaged in northern research. However, there was a need for systematic distribution of research information from a central point, and perhaps the NCRC was in the best position to do this by the periodic publication of a mimeographed newsletter.

.....14

- 14 -

97. Dr. Hobart agreed with the need for a newsletter summarizing research recently completed, under way, and planned. This would be a valuable co-ordinating tool, particularly if it were published in the spring, prior to the period of summer field work. The N.C.R.C. could undertake publication as part of its co-ordination function. Any newsletter should be concerned with research throughout the Canadian north, and not confined to material pertaining to the Mackenzie Delta.

98. Mr. Wolforth suggested that information and news of the Mackenzie Delta Project might be gathered and distributed by the staff of the Inuvik Research Laboratory.

99. Mr. Kerr said that there would be administrative problems in publishing a newsletter, among them the problem of staff shortage in the N.C.R.C. He asked if it might be possible to use some existing publication to circulate information on northern research.

100. Dr. Hobart said that it might be possible to include a newsletter in the Canadian Journal of Economics and Political Science. However, this would mean limiting coverage to the human sciences.

101. Dr. Balikci considered that a newsletter was vitally important, and should be published twice each year. The National Museum produced a newsletter in simple form which had been very useful, and might serve as a model.

102. Dr. Dailey said that a permanent committee might be set up to direct publication of the newsletter, and to advise generally on matters of research co-ordination.

103. Mr. Kerr suggested that those individuals and agencies who were interested in a newsletter might be asked to submit information for publication in a simplified, standard form, which then could be reproduced in Ottawa with a minimum of effort. There was no question that a newsletter would be valuable, but a number of administrative factors would have to be considered before the N.C.R.C. could make any commitment.

V. FINAL ASSESSMENT AND DISCUSSION OF POSSIBILITIES FOR A FUTURE MEETING

104. Dr. Honigmann said that he had found the conference most helpful and informative, and suggested that another meeting might be held in future as a means to ensure further co-ordination of research.

105. Dr. Chance expressed satisfaction with the conference.

.... 15

- 15 -

106. Dr. Balikci suggested that such meetings be held at least once and preferably twice each year.

107. Dr. Slobodin suggested that November might be a better time of year for the next conference, since it would provide more time for planning research projects to be undertaken the following summer.

108. Mr. Kerr said that it would be administratively difficult to arrange meetings twice a year, and that a conference in November or even December would not permit time for researchers to submit reports of their field work during the previous summer.

109. Dr. Hobart thought that a meeting could be useful even if reports had not been submitted previously.

110. Dr. Dailey suggested that field workers might present a one or two-page summary of their findings in time for an autumn meeting.

111. Dr. Ellis suggested that in future meetings, the participants be divided in small groups to discuss specifically defined problems, after which each group could report to the conference as a whole.

112. Mr. Kerr noted that there seemed to be general agreement on the need for another meeting. However, it was not possible at this point to decide on the most feasible time. The opinions on timing would have to be assessed in the light of the administrative problems involved, and other factors. He thanked the participants for their many valuable suggestions for improving the co-ordination of research, and for developing the research design of the Mackenzie Delta Project. These suggestions would be considered carefully, and incorporated in the research plan where this seemed desirable and feasible.

March, 1966
Department of Northern Affairs
and National Resources

G.F. Parsons
Recording Secretary.

Mr. Gordon,
You will be interested in this
and might like to attend
or all of it
Mr. Rowley

PA & NC
RECORDS & COMMUNICATIONS
Ottawa, February 9, 1966.
REFER TO
MAR 4 1966
FILE No. 87-3-32
Hackenzie Delta Research Project -
Research Planning Conference

PA
March 3/66
15/11/66

Plans for a research conference to be held on Monday February 28 and Tuesday March 1 are submitted for your approval. The purpose of the conference will be to assist in the planning and preparation of the coming year's research program, as outlined in Action 5 of the Preliminary Phase plan which I submitted on May 19, and which was approved by yourself and Mr. Gordon.

1. Personnel

(a) Scientists

The following scientists have expressed a wish to attend, and have given final assurance of their availability for the conference days, with one or two exceptions.

Dr. R. Slobodin,
Department of Sociology and Anthropology,
McMaster University,
Hamilton, Ontario.

Dr. John J. Honigsmann,
Institute for Research for Social Science,
University of North Carolina,
Chapel Hill, North Carolina

Dr. Norman Chance,
Department of Sociology and Anthropology,
McGill University,
Montreal, P. Q.

Dr. Charles Hobart,
Department of Sociology and Anthropology,
University of Alberta - Edmonton.

Dr. Donald Foote,
Department of Geography,
McGill University,
Montreal, P. Q.

Dr. Robert Dailey,
Department of Anthropology,
University of Toronto

Dr. Asen Balikci,
Department of Anthropology,
University of Montreal.

Dr. Frank Vallee,
Department of Sociology and Anthropology,
Carleton University, Ottawa.

(b) Project Researchers

Mr. Derek Smith, Harvard University

Mr. John Wolforth, University of British Columbia

Miss Jose Mailhot, University of Montreal

Dr. P. P. Cooper, Ottawa

- (c) Departmental Officials - Mr. Bolger has asked that Invitations be extended to the Northern Administration Branch as follows:

A representative from the directorate.

Chief of the Industrial Division.

Chief of the Education Division.

Chief of the Welfare Division.

A field officer from the Inuvik region.

(I believe it would be advantageous to include Mr. Don Bissett, the area survey officer, who is studying the delta region.)

- (d) Other Government Personnel

A representative from Indian Affairs -

Mr. Walter Rudnicki, Director of Planning.

A representative from National Health and Welfare -

Dr. W. H. Frost, Director of Field Operations.

Dr. David Damas - Anthropologist - National Museum.

- (e) Outside Observers

Dr. Martin O'Connell, Indian - Eskimo Association.

Mr. Walter Wright - (Graduate students studying
Mr. Clarence Aasen at the University of Waterloo.)

2. Costs

- (a) Scientists acting as expert consultants will each be given small service contracts in the amount of:

The cost of return economy air fare from their points of departure, plus \$100 total for the two day session, \$50 as an honorarium and \$50 for living expenses.

- (b) Project Researchers acting as consultants (except Dr. Cooper) will each be given similar contracts for the amount of:

The cost of return economy air fare from their points of departure plus \$50 total as a living allowance for the two day session.

- 3 -

(c) Other participants and observers will pay all their own expenses.

(d) The estimated total cost for (a) and (b) above is approximately \$1700. This amount is available in our vote.

3. Location

The Executive Board Room on the 15th floor has been reserved for the two days of the conference.

4. Conference Preparatory Materials

The following materials will be sent to participants for preparatory study:

- (1) Preliminary Phase - Mackenzie Delta Research Project - Planning Paper.
- (2) Preliminary draft copies of research reports for each of the four studies done last summer.
- (3) A summary of suggestions received from agencies within and without the department concerning research needs in the delta.
- (4) An outline of a tentative research program for the coming year.
- (5) A list of conference participants and agenda for the conference.


A. J. Kerr

DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

MINISTÈRE DU NORD CANADIEN
DES RESSOURCES NATIONALES

OFFICE OF THE DEPUTY MINISTER

CABINET DU SOUS-MINISTRE

2 November 1965

DATE

TO: Mr. Gordon
A: _____

REMARKS:
REMARQUES:

I attach a progress report
on the Mackenzie Delta Research Project.
I have made it out in this form as I propose
to use it also as an item in the Minister's
handbook.

G. .R.

000079

THE MACKENZIE DELTA RESEARCH PROJECT

| |
|------------------|
| REFER TO |
| NOV 3 1965 |
| FILE No. 87-3-32 |
| CHGD. TO |

The Mackenzie Delta Research Project is planned as an investigation of the social and economic conditions that impede native people from participating in northern development, and an assessment of the extent to which they are making effective adjustment to changing conditions in the north. It will be a comprehensive study of a limited area (the Mackenzie Delta) carried out by a small team of specialists.

Planning began in April 1965 and field work started in June. This preliminary phase is to identify key problem areas and to provide background information necessary for their more detailed investigation. Four research workers, each under a four-month contract, have been in the field and are at present analysing the data collected and preparing reports. Their areas of investigation are:

1. A study of the social structure of the community of Inuvik, with particular reference to leadership, decision-making, and groupings within the settlement population.

Miss José Maill^hot (anthropologist) has completed the field work for this study and expects to finish her report by mid-November.

2. A socio-economic study of subsistence patterns in the Delta, related to the possible problem of a time-lag between the acquisition of new needs and the means to fulfil them.

Mr. Derek Smith (anthropologist), has completed the field work for this study and expects to finish his report by mid-November.

3. A survey of the economic geography, giving the broad outlines of the economy of the Delta and providing general information on resources, economic activities, and sources of income.

- 2 -

Mr. John Wolforth (economic geographer) has completed his field work and expects to finish his report by mid-November.

4. A survey of the technological requirements of the Delta, with particular reference to possible reductions in the cost of living.

Dr. P.F. Cooper (physicist) has carried out field work on which he will base a preliminary report in the near future; his final report will be delayed until he has been able to study the area under mid-winter conditions.

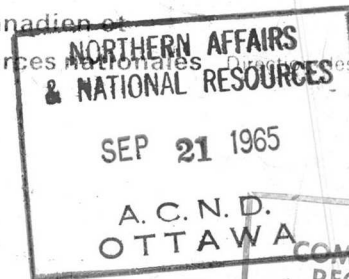
An outline of the program has been sent to a number of government and private agencies and individuals for their comments and many helpful replies have been received. Mr. A. J. Kerr, who is directing the project, is developing plans for the next phase of the project. They will be based on these comments and the results of the preliminary phase in consultation with the Northern Administration Branch.

COPY FOR MR. G.W. ROWLEY,
N.C.R.C.



Department
of Northern Affairs
and National Resources Northern Administration Branch

Ministère
du Nord canadien et
des Ressources Nationales Régions septentrionales



VA & NR
COMMUNICATIONS &
REGISTRY SERVICE

REFER TO

JAN 5 1966

FILE No. 87-3-32

CHGD. TO

Ottawa 4, September 21, 1965.

our file/notre dossier
your file/votre dossier

1009-3-16

A.J. KERR
N.C.R.C.

Mackenzie Delta Research Project - Research Suggestions

This will refer to your memorandum of June 17, 1965, with which you sent us an outline of the proposed Mackenzie Delta Research Project and asked for suggestions from us for research which could be usefully undertaken as part of the project. We have been discussing this matter with officers of several Divisions of the Branch and because we are keenly interested in the research project as you outlined it and while we have not yet had suggestions from all the disciplines concerned, I thought I would give you an interim reply.

I understand from the Chief of the Industrial Division that his Division has been working in close co-operation with the N.C.R.C. in devising the project and he has, therefore, no further suggestions to make at this time. I expect that the Education Division will have some suggestions and I will hope to be able to send you these shortly.

In so far as the Welfare Division is concerned, the following items are suggested as possible features of the research project:

1. A study of attitudes of Indians, Eskimos and others towards the various income maintenance programs with particular reference to the differences in attitudes towards social assistance and other programs.
2. A study of the aspirations and economic prospects of school children in the Delta from Grade 7 upward. How do they see themselves fitting into the economic life of northern Canada? Do they anticipate moving south to larger centres of population and do they feel they can cope with such a move?
3. Basic research to reveal essential characteristics of delinquency and crime in the Delta. Characteristics should have reference to the incidence of delinquency and crime over a two-year period by:
 - (a) age group;
 - (b) level of academic achievement;

**Department of Northern Affairs and
National Resources**

OFFICE OF THE DEPUTY MINISTER

TO: D.M.'s Office

DATE Aug. 20/65

For:

| | | | |
|--------------------------|-------------------------------------|-------------------------------------|---------------------|
| <input type="checkbox"/> | Action | <input checked="" type="checkbox"/> | Information |
| <input type="checkbox"/> | Comment | <input type="checkbox"/> | Signature |
| <input type="checkbox"/> | Approval | <input type="checkbox"/> | Retention |
| <input type="checkbox"/> | Direct Reply | <input type="checkbox"/> | Copy to this Office |
| <input type="checkbox"/> | As Requested | <input type="checkbox"/> | May we Discuss |
| <input type="checkbox"/> | Note and File | <input type="checkbox"/> | Note and Return |
| <input type="checkbox"/> | Preparation of Reply by.....19..... | | |
| For Signature of..... | | | |

Northern Co-ordination
and Research Centre.

000084

Ottawa 4, August 16, 1965.

Mr. R.F. Battle,
Director of Indian Affairs Branch,
Department of Citizenship
and Immigration,
Ottawa, Ontario.

Dear Mr. Battle:

Mackenzie Delta Research Project--
Research Suggestions

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

The preliminary phase of this program has gotten under way this summer, and it is hoped that the results will provide a basis for a general understanding of the socio-economic functioning of the Delta region. A copy of the plan is attached. Using the findings of this preliminary research, together with suggestions from agencies which have an interest in the welfare of the Delta people, a program of intensive investigation and analysis of key problems is to be planned.

The program will require the full co-operation of the Mackenzie Delta, including the local representatives of government departments. Its success will depend very largely on the extent to which they become involved in it. The program should provide a means both for considering and testing any suggestions that originate locally and for putting them into practice without delay.

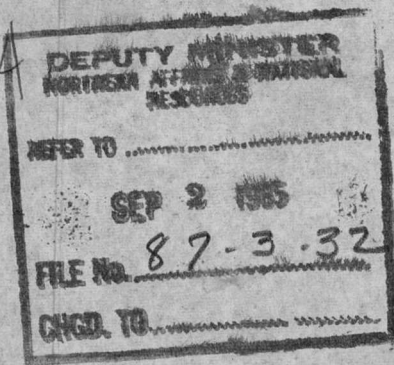
I will be most grateful for any suggestions you have for research that could be incorporated in this plan.

Yours sincerely,

A.J. Kerr:gc

signed
A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.



Ottawa 4, August 16, 1965.

Dr. G.C. Butler,
Chief, Northern Health,
Medical Services Directorate,
Dept. of National Health and Welfare,
Ottawa, Ontario.

Dear Dr. Butler:

Mackenzie Delta Research Project--
Research Suggestions

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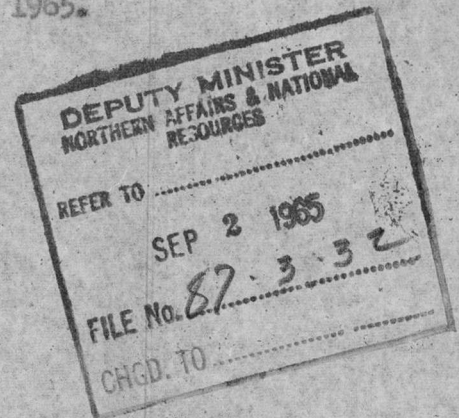
Yours sincerely,



A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.



Ottawa 4, August 16, 1965.

COMMISSIONER OF THE NORTHWEST TERRITORIES

Mackenzie Delta Research Project--
Research Suggestions

| | |
|---|---------|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES | |
| REFER TO | |
| SEP 2 1965 | |
| FILE No. | 87-3-32 |
| CHGD. TO | |

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A.J. Kerr:gc

signed
A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

Ottawa 4, August 16, 1965.

CHIEF, CANADIAN WILDLIFE SERVICE



Mackenzie Delta Research Project--
Research Suggestions

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A.J. Kerr:gc

msd
A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

Ottawa 4, August 16, 1965.

Mr. P.A.C. Nichols,
Manager, Arctic Division,
Hudson's Bay Company,
Hudson's Bay House,
Winnipeg, Man.

Dear Mr. Nichols:

Mackenzie Delta Research Project—
Research Suggestions

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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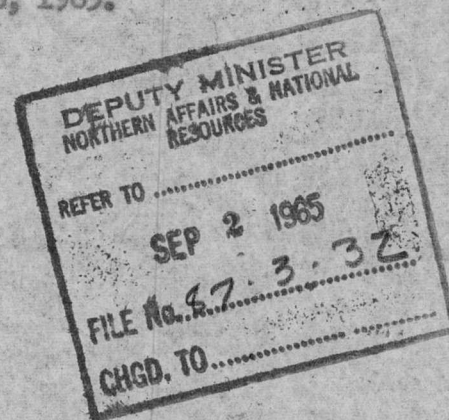
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A.J. Kerr:gc

Yours sincerely,

signed
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Northern Co-ordination
and Research Centre.

Encl.

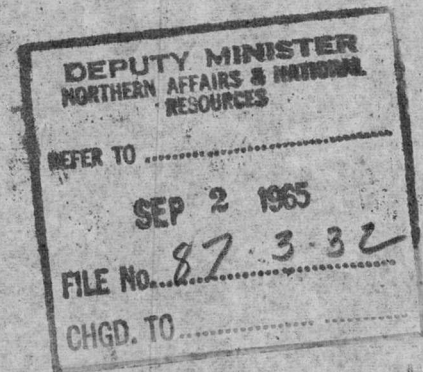


Ottawa 4, August 16, 1965.

Officer Commanding,
"G" Division,
R.C.M.P.,
Ottawa, Ontario.

Dear Sir:

Mackenzie Delta Research Project--
Research Suggestions



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Yours sincerely,

signed

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

Ottawa 4, August 16, 1965

Mr. Ralph Staples,
President, Co-operative Union of Canada,
Queen St.,
Ottawa, Ontario.

Dear Mr. Staples:

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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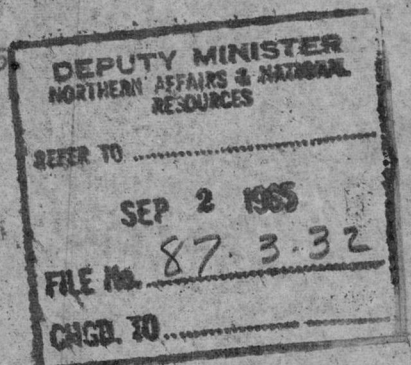
Yours sincerely,

A.J. Kerr

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.



Ottawa 4, August 14, 1965.

The Right Reverend Donald B. Marsh,
Bishop of the Arctic,
1055 Avenue Rd.,
Toronto 12, Ontario.

Right Reverend Sir:

Mackenzie Delta Research Project--
Research Suggestions

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyse the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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Yours sincerely,

signed

A.J. Kerr,
Northern Co-ordination
and Research Centre.

A.J. Kerr:gc

Encl.



Ottawa 4, August 16, 1965.

MR. E.A. COTE,
CHAIRMAN OF THE NORTHERN CANADA
POWER COMMISSION

Mackenzie Delta Research Project--
Research Suggestions



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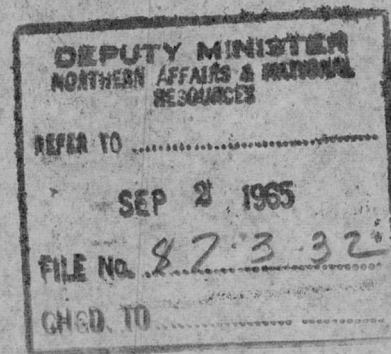
Encl.

Ottawa 4, August 16, 1965.

Mr. W.B. Hunter,
General Manager,
Northern Transportation Co. Ltd.,
10040 - 105th Street,
Edmonton, Alberta.

Dear Mr. Hunter:

Mackenzie Delta Research Project--
Research Suggestions



Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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A.J. Kerr:gc

signed
A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

000094

Ottawa 4, August 16, 1965.

The Most Reverend Paul Piché, O.M.I.,
Vicar Apostolic of the Mackenzie,
Fort Smith, Northwest Territories.

Most Reverend Sir:

Mackenzie Delta Research Project--
Research Suggestions

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

The preliminary phase of this program has gotten under way this summer, and it is hoped that the results will provide a basis for a general understanding of the socio-economic functioning of the Delta region. A copy of the plan is attached. Using the findings of this preliminary research, together with suggestions from agencies which have an interest in the welfare of the Delta people, a program of intensive investigation and analysis of key problems is to be planned.

The program will require the full co-operation of the population of the Mackenzie Delta, including the local representatives of government departments. Its success will depend very largely on the extent to which they become involved in it. The program should provide a means both for considering and testing any suggestions that originate locally and for putting them into practice without delay.

I will be most grateful for any suggestions you have for research that could be incorporated in this plan.

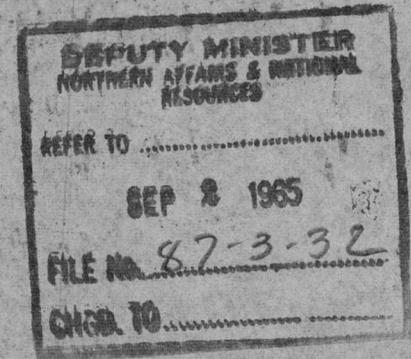
Yours sincerely,

signed

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.





CANADA

Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

[Handwritten signature]

MR. E.A. CÔTÉ,
CHAIRMAN OF THE NORTHERN CANADA
POWER COMMISSION

Mackenzie Delta Research Project--
Research Suggestions

Ottawa 4, August 16, 1965.

| |
|--|
| <p>DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES your file / votre dossier REFER TO _____</p> <p>AUG 23 1965</p> <p>REPLY DUE _____</p> <p>FILE No. <u>87-3-32</u></p> |
|--|

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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I will be most grateful for any suggestions you have for research that could be incorporated in this plan.

[Handwritten signature: A.J. Kerr]
A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

MACKENZIE DELTA RESEARCH PROJECT--PRELIMINARY PHASE

A decision to develop a comprehensive and integrated research program in the Mackenzie Delta was made in September 1964. The purpose of the program was to isolate and analyze social and economic conditions which impede native peoples from participating in northern development and to assess the extent to which they are making effective adjustment to changes brought about by government and commercial expansion in the north. After discussion between Mr. J.H. Gordon, Mr. Rowley and Mr. Valentine, this program was included in the N.C.R.C. estimates for 1965-66.

Before such a program can be carefully formulated, some preliminary field work must be done in order to provide the general background data necessary to establish the location of key areas for detailed investigation during the next phase of the program. Plans for the preliminary phase of the project to be undertaken this year, leading up to a detailed and comprehensive research plan for the 1966-67 year, are listed below:

ACTION 1 - A preliminary field research program will be organized and will include the projects following:

(a) A socio-economic study of the basic structure of the community of Inuvik. Analysis would include consideration of elements such as:

- leaders and patterns of leadership (i.e., who the leaders are, and how they lead)
- decision-making (i.e., where decisions are made, factors inhibiting or promoting decision-making by local people)
- fragmentation in the community (i.e., sub-groups, their origins and their organization, their relations with each other)
- ethnicity and its meaning in Inuvik (i.e., what advantages and disadvantages does "Eskimeness" pose to an Eskimo in Inuvik).

Basic information about the structure of the other communities in the Delta is available, since they are former fur-trade settlements, not essentially different from other such settlements in the Mackenzie, whose patterns of organization have been described. Inuvik, however, represents a different ecological orientation with a good many elements whose inter-relationships have not been analyzed.

Mackenzie Delta Research Project--
Preliminary Phase - Page 2

(b) A socio-economic study of subsistence patterns in the Delta, to outline and analyze the problems related to the time-lag between the acquisition of new needs and the means to fulfil them. Social scientists who have worked in the Delta recently (Clairmont and Hobart) imply that this is the key to understanding most of the social problems in the area today. These scientists suggest that for native people of the area, a noticeable gap between the "level of economic expectation" and "the level of economic realization" is closely connected with increased delinquency, illegitimacy, problem drinking, etc. Analysis will include consideration of:

- origins of new "needs" (Where do they come from, and how are they fostered?)
- How wide is this "gap" between levels of expectation and realization? (By how much are people missing "the good life" as they understand it?)
- What are the group and sub-group differences with reference to the width of this "gap"?
- Are there predictable trends in this problem area?

(c) A study of the Delta by an economic geographer to produce an "outline map" of the economy of the area. This would include basic information about:

- historical background with reference to socio-economic change
- statistics of settlement populations, past and present
- resources and economic activities
- present source of income in the Delta
- differences in levels of income in various sectors of the population.

Such an "outline map" or compilation and elementary analysis of the economic and geographic facts of life in the Delta will provide essential information for any planning there, for research or other purposes. This study will be undertaken in close co-operation with the Industrial Division of the Northern Administration Branch.

Mackenzie Delta Research Project--
Preliminary Phase - Page 3

(d) A study by a physical scientist to survey the technological possibilities of reducing the cost of living in the Delta. This initial study will be undertaken by a non-specialist physical scientist who can consider all possibilities without predisposition towards any one. His report will provide a basis for determining where later specialized research is likely to be most useful, and would include consideration of:

- the basic needs of the area from a technological viewpoint
- past and present techniques of coping with these needs
- present and future developments in technology which are relevant to Delta problems
- the most promising possibilities for specialized research.

ACTION 2 - Agencies within the Department and within the Northern Administration Branch itself, together with other appropriate federal agencies working in the north (i.e., R.C.M.P., Department of National Health and Welfare) will be invited to submit opinions about research needed and which we should incorporate into our integrated program to get underway a year from now. When feasible, given our research objectives and conceptual framework, such suggestions will be incorporated.

ACTION 3 - An advisory panel in this research program will be organized. The membership of the panel will be determined in consultation with Mr. Rowley and Mr. Gordon. I suggest that it could be a group consisting of some social scientists with special northern experience (i.e., Dr. Vallee, Dr. Honigmann), and some Departmental officials.

ACTION 4 - A provisional research plan for the following year will be prepared in detail. Prior knowledge and experience of research staff in the Centre, suggestions obtained in response to ACTION 2, and experience and information gained from the studies done in ACTION 1, will all be drawn upon. On completion, it will be duplicated and copies mailed to members of the research panel for study.

ACTION 5 - A conference of the research panel will be organized for the purpose of modifying and adjusting this provisional research plan. From the comments and analyses of panel members, a final plan for research will be constructed. I suggest that a tentative date for this conference might be the end of January 1966.

ACTION 6 - Researchers to do the work outlined in the plan forthcoming from ACTION 5 will be engaged.



CANADA

Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

Ottawa 4, August , 1965.

M. C. R. C.

Mackenzie Delta Research Project -
Research Suggestions

| |
|---|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES |
| REFER TO |
| SEP 2 1965 |
| FILE No. <u>82-3-32</u> |
| CHGD. TO |

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North. The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area.

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I will be most grateful for any suggestions you have for research that could be incorporated in this plan.

Yours sincerely, (letters only)

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encl.

APPROVED

[Signature]
DEPUTY MINISTER

9/viii/65

000100

PROVISIONAL MAILING LIST

Mackenzie Delta Research Project - Research Suggestions

1. Northern Administration Branch (already sent to Mr. Bolger)
2. ✓ Chief, Canadian Wildlife Service, Parks Branch ✓
3. ✓ Chief, Northern Health, Medical Services Directorate, Dept. of National Health and Welfare ✓
4. ✓ Director, Indian Affairs Branch, Dept. of Citizenship and Immigration ✓
5. ✓ Commissioner of the Northwest Territories ✓
6. ✓ Officer Commanding, "G" Division, R.C.M.P. ✓

Other Possible Inclusions

1. ✓ Mr. P.A.C. Nichols, Manager, Arctic Division, Hudson's Bay Company, Hudson's Bay House, Winnipeg, Man. ✓
2. ✓ Anglican Bishop of the Diocese to the Arctic ✓
3. ✓ Roman Catholic Bishop of the Mackenzie Vicariate ✓
- ✓ 4. Mr. Ralph Staples, President, Co-operative Union of Canada, Queen St., Ottawa, Ont. ✓
5. ✓ Chairman of the Northern Canada Power Commission ✓
6. ✓ General Manager, Northern Transportation Company ✓

APPROVED

E. G. G.
DEPUTY MINISTER

Rowley/ab

File ✓

Diary

9 Aug
4.5

MR. KERR

Ottawa 4, 13 July 1965.

Mackenzie Delta Research Project -
Research Suggestions

| | |
|---|--|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES | |
| REFER TO | |
| AUG 10 1965 | |
| FILE No. 57-3-32 | |
| CHCD TO | |

The last sentence of the first para might read something like -

"The program should lead to recommendations for the more effective use of local resources, and for the orderly economic and social development of the area."

In the second paragraph after "region" a sentence might be inserted - "A copy of the plan is attached".

The third paragraph might be replaced by something along the following lines:

"The program will require the full co-operation of the population of the Mackenzie Delta, including the local representatives of government departments. Its success will depend very largely on the extent to which they become involved in it. The program should provide a means both for considering and testing any suggestions that originate locally and for putting them into practice without delay.

"I will be most grateful for any suggestions you have for research that could be incorporated in this plan."

Yours sincerely,

Original Signed by
G. W. ROWLEY

G. W. R.

Rowley/ab

File ✓

Diary

MR. SHAPIRO

Ottawa 4, 7 July 1965.

The Yukon Research Project

I return the file, etc. I have sent you a copy of the letter I sent to Jim. The report on present status, etc. needs revising along the lines I have indicated, so he must not reproduce it in its present form. I think I have made my views perfectly clear on what should be done on the future plans, viz., no circulation whatsoever at present.

Original Signed by
G. W. ROWLEY
G. W. R.

| | |
|---|--------|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES | |
| REFER TO | |
| JUL 8 1965 | |
| FILE No. | 87-332 |
| CHGD. TO | |

Ottawa 4, June 25, 1965.

Dr. P.F. Cooper, Jr.,
P.O. Box 95,
New Ipswich,
New Hampshire, U.S.A.

Dear Dr. Cooper:

I have been authorized to enter into a contract with you in the amount of three thousand and seven hundred dollars (\$3,700) to assist you in carrying out a technological study in the Mackenzie Delta. I understand that the aim of this study is to survey the possibilities of reducing the cost of living in the Delta through improved technology. I understand that your study will be conducted over a period of four months, beginning approximately July 1, 1965, and that it will include the examination and analysis of the following:

1. The basic needs of the area from a technological viewpoint.
2. Past and present techniques for meeting these needs.
3. Present and projected developments in technology which show promise for meeting these needs more economically.
4. Requirements for future specialized technological research.

The contract, not to exceed \$3,700, will cover all expenses including travel, subsistence, and interpreter's fees, incurred by you during the course of the study. The money is to be paid in the following manner: \$300 will be paid to you immediately after signing this letter; four interim payments of \$600 will be paid monthly to a further amount of \$2,400; and the final payment of \$500 will be paid to you on receipt of your final report.

If you agree to the terms, would you please sign both the original and one copy of this letter as indicated and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,

ARTHUR LAING

Arthur Laing.

I agree to the terms outlined above.

P.F. Cooper

Date

DEPUTY MINISTER
NORTHERN AFFAIRS & NATIONAL
RESOURCES

REFER TO

JUL 8 1965

FILE No. 87-3-32

CHOD TO

DEPARTMENT OF
NORTHERN AFFAIRS AND NATIONAL RESOURCES
OFFICE OF THE DEPUTY MINISTER

TO: THE ~~MINISTER~~

DATE June 24, 1965.

FOR APPROVAL:

☐

FOR SIGNATURE:

☒

FOR INFORMATION:

☐

FOR DIRECTION:

☐

AS REQUESTED:

☐

TO NOTE AND RETURN:

☐

- NCR -

DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

OFFICE OF THE DEPUTY MINISTER

CABINET DU SOUS-MINISTRE

DATE 23 June 65

TO: Mr Gordon

A:

REMARKS:

REMARQUES:

For the Minister's signature pls.

A copy of Dr Coopers report on Loverscraft
is att'd. It is an unedited copy.

Dr Coopers qualifications are outstanding
and he has had considerable experience in
the north.

L. S. R.



Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

8 Jul
aB

Ottawa 4, June 23, 1965.

MR. J. H. GORDON

our file / notre dossier
your file / votre dossier

| |
|---|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES |
| REFER TO |
| JUL 8 1965 |
| FILE NO. 87-3-32 |
| UNCD. TO |

Research Contract for Dr. Cooper

Attached is a letter of contract with Dr. Cooper prepared for the Minister's signature.

Dr. Cooper has been selected to undertake the project listed as Part (d) of ACTION 1 in my memorandum of May 19 on the Mackenzie Delta Research Project - Preliminary Phase. He is a physicist, experienced in research, who is attuned to the practicalities of economics and technology. He has completed a feasibility study of air-cushioned vehicles for us, and his report on this study, now in process of final editing for publication, will be published and distributed by the Northern Co-ordination and Research Centre. Since the final copy is not yet processed, I have taken the liberty of attaching a corrected manuscript copy to give you some indication of the high quality of Dr. Cooper's research ability. I believe that he can provide us with the analysis and information which we require.

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encls.--2

Department of Northern Affairs and
National Resources

OFFICE OF THE DEPUTY MINISTER

TO: Mr. J.H. Gordon

DATE June 17/65

For:

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|-------------------------------------|
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Action

Comment

Approval

Direct Reply

As Requested

Note and File

Preparation of Reply by.....19.....

For Signature of.....

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Information

Signature

Retention

Copy to this Office

May we Discuss

Note and Return

re attached form letter (memo)

and provisional mailing list.

A.J. Kerr,
N.C.R.C.

2-2397

See notes - could I have
another draft please.
21.6.65 19.

NANR 22-14 (1-61)

87-3-32

~~PTZ~~
~~July 27~~
~~filed~~
et



CANADA

Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

P.W.
gmks

DEPUTY MINISTER
NORTHERN AFFAIRS & NATIONAL RESOURCES

REFER TO

JUN 22 1965

FILE No. 87-3.32

CHCD. TC.

Ottawa 4, June , 1965.

MACKENZIE DELTA RESEARCH PROJECT -
RESEARCH SUGGESTIONS

Last year, it was decided that the Northern Co-ordination and Research Centre would develop a comprehensive research program in the Mackenzie Delta to assess the extent to which the people native to the area are effectively adjusting to changes in their environment, and to isolate and analyze the social and economic conditions which hamper them from fully participating in the development of the North.

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It is in connection with this need for suggestions about research that I am writing to you. Whatever suggestions you can submit will be gratefully received.

Yours sincerely, (letters only)

→ leading to --- ?

Add paragraph about our hopes
to involve directly the relevant people on
the ground in order that useful suggestions
& ideas can be tested and / or
put into practice with
the absolute minimum of
delay -

Append copy

PROVISIONAL MAILING LIST

Mackenzie Delta Research Project - Research Suggestions

1. Northern Administration Branch (already sent to Mr. Bolger)
2. Chief, Canadian Wildlife Service, Parks Branch
3. Chief, Northern Health, Medical Services Directorate, Dept. of
National Health and Welfare
4. Director, Indian Affairs Branch, Dept. of Citizenship and Immigration
5. Commissioner of the Northwest Territories
6. Officer Commanding, "G" Division, R.C.M.P.

Other Possible Inclusions

1. Mr. P.A.C. Nichols, Manager, Arctic Division, Hudson's Bay Company,
Hudson's Bay House, Winnipeg, Man.
2. Anglican Bishop of the Diocese to the Arctic
3. Roman Catholic Bishop of the Mackenzie Vicariate
4. Mr. Ralph Staples, President, Co-operative Union of Canada, Queen St.,
Ottawa, Ont.
5. Chairman of the Northern Canada Power Commission
6. General Manager, Northern Transportation Company



Department
of Northern Affairs
and National Resources

Ministère
du Nord canadien et
des Ressources nationales

862
dmh

The Honourable Roger J. Teillet,
Acting Minister of Northern Affairs
and National Resources

Ottawa 4, June 1, 1965.

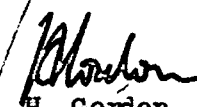
our file / notre dossier 873-32
your file / votre dossier

| |
|---|
| DEPUTY MINISTER NORTHERN AFFAIRS & NATIONAL RESOURCES |
| REFER TO |
| JUN 8 1965 |
| FILE NO. 87-3-32 |
| CHGC. TO |

I forwarded to you on May 20th two letters entering into contract arrangements for a sociological study of the community of Inuvik and for a study of economic needs and the opportunities available to meet these needs amongst the native people of the Mackenzie River Delta. These were part of four studies which it is planned to carry out within the Mackenzie Delta as a basis for a concentrated review of the problems and opportunities in this specific geographic area which, with its Indian, Métis, Eskimo and white components, can be considered to be broadly typical of conditions throughout the North-west Territories.

We shall have one more study to recommend this year if we are successful in finding a competent person to undertake the research required.

In the meantime I recommend your approval of the attached letter addressed to Mr. Woolforth.


J. H. Gordon,
Assistant Deputy Minister

PL
GML

The Honourable Roger J. Teillet,
Acting Minister of Northern Affairs
and National Resources

Ottawa 4, June 1, 1965. DEPUTY MINISTER
NORTHERN AFFAIRS & NATIONAL
RESOURCES

REFER TO

87-2-32

JUN 2 1965

FILE NO. 87-3-32

CHIEF OF

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In the meantime I recommend your approval of the attached letter addressed to Mr. Woolforth.

J. H. GORDON

Gordon/eml

J. H. Gordon,
Assistant Deputy Minister

COPY TO BE RETURNED TO NORTHERN CO-ORDINATION AND RESEARCH CENTRE
Kent-Albert Building

↑

87-3-32

Ottawa 4, May 28, 1965.

Mr. John R. Woolforth,
c/o Department of Geography,
University of British Columbia,
Vancouver 8, B.C.

Dear Mr. Woolforth:

I have been authorized to enter into a contract with you in the amount of three thousand and three hundred dollars (\$3,300) to assist you in carrying out a study of the economic geography of the Mackenzie Delta. I understand that the aim of this study is to provide a description and analysis of geographic and economic factors which will affect a program of development in the area. I also understand that your study will be conducted over a period of four months, beginning approximately June 1, 1965; that your report will be submitted not later than December 31, 1965; and that it will include the following:

1. An examination of the history of economic change in the area.
2. Statistics and analyses of settlement and area populations, past and present.
3. Information about and analysis of the resource potential of the area.
4. Statistics and analyses of present sources of income.
5. An examination of differences in levels of income in various sectors of the population.

The contract, not to exceed \$3,300 will cover all expenses including travel, subsistence, and interpreter's fees incurred by you during the course of the study. The money is to be paid in the following manner: \$800 will be paid immediately after signing this letter of contract; four interim payments of \$500 will be made to a further amount of \$2,000; the final payment of \$500 will be paid on receipt of your final report.

If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,

Signed

Roger Tillet,
Acting Minister,
Northern Affairs and National Resources.

I agree to the terms outlined above.

John R. Woolforth

Date

000113

MINISTER OF
NORTHERN AFFAIRS AND
NATIONAL RESOURCES



MINISTRE DU
NORD CANADIEN ET DES
RESSOURCES NATIONALES

Ottawa 4, May 28, 1965.

Mr. John R. Woolforth,
c/o Department of Geography,
University of British Columbia,
Vancouver 8, B.C.

87-3-32

Dear Mr. Woolforth:

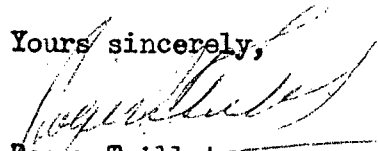
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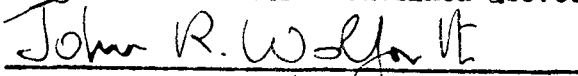
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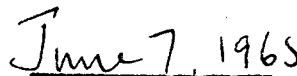
If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,


Roger Teillet,
Acting Minister,
Northern Affairs and National Resources.

I agree to the terms outlined above.


John R. Woolforth


June 7, 1965
Date

19/
COPY FOR THE MINISTER'S OFFICE

Ottawa 4, May 28, 1965.

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University of British Columbia,
Vancouver 8, B.C.

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Yours sincerely,

Roger Teillet,
Acting Minister,
Northern Affairs and National Resources.

I agree to the terms outlined above.

John R. Woolforth

Date



CANADA

Department
of Northern Affairs
and Natural Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

*fw
gmh*

MR. J.H. GORDON

Ottawa 4, May 26, 1965.

Research Contract for
Mr. John R. Woolforth

our file / notre dossier
your file / votre dossier

DEPUTY MINISTER
NORTHERN AFFAIRS
RECEIVED
JUN 2 1965
ITEM 87-3-32
CHG. 11

Attached is a letter of contract with Mr. Woolforth, prepared for signature.

Mr. Woolforth has been selected to undertake the project listed as Part C of ACTION 1 in my memorandum on the Mackenzie Delta Research Project - Preliminary Phase, dated May 19. He is a doctoral candidate at the University of British Columbia and is strongly recommended by Professor Ross Mackay of the Department of Geography. Professor Mackay (who has done research in the Delta for more than a decade, and who is the Chairman of the Arctic Institute) believes Mr. Woolforth competent to undertake the work which we are assigning him, and has offered to assist him in planning and in the field. I believe that we can be assured of satisfactory results from Mr. Woolforth.

Your earliest attention to this matter would be very much appreciated, for this field work should begin soon.

A.J. Kerr:gc

A.J. Kerr,
Northern Co-ordination
and Research Centre.

Encls.

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

MINISTER'S OFFICE

TO: Mr. Gordon DATE *PW*
FROM: A. *DMH*
REMARKS:

Signed.



CANADA

Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

247
gmh

The Honourable Roger Teillet,
Acting Minister of Northern Affairs
and National Resources

Ottawa 4, May 20, 1965.

| | |
|---|--|
| MINISTER OF NORTHERN AFFAIRS & NATIONAL RESOURCES | |
| FILED TO | |
| MAY 28 1965 | |
| FILE NO. 87-3-32 | |
| CHGD. TO | |

The attached contracts for studies in the Mackenzie Delta area are intended to provide the basis for a concentrated research project with respect to the problems of the Indian and Eskimo communities in the Delta. These are broadly representative of conditions throughout the Arctic. Your approval is recommended.

2nd 2 signatures

J. H. Gordon
J. H. Gordon,
Assistant Deputy Minister.

48

P.W.
DMK

MINISTER OF
NORTHERN AFFAIRS AND
NATIONAL RESOURCES



MINISTRE DU
NORD CANADIEN ET DES
RESSOURCES NATIONALES

Mr. Derek Smith,
Perkins Hall 63,
Harvard University,
Cambridge 38, Mass.,
U. S. A.

Ottawa 4, May 20, 1965.

Dear Mr. Smith:

I have been authorized to enter into a contract with you in the amount of three thousand and three hundred dollars (\$3,300) to assist you in carrying out a social and economic study of subsistence problems in the Mackenzie Delta. I understand that the aim of the study is to investigate and analyze the difference between levels of economic expectation and levels of economic realization among native people in the region. I understand further that your research will focus upon the people of Aklavik, Inuvik and surrounding areas. I also understand that your study will be conducted over a period of four months, beginning approximately June 1st, 1965, that your report will be submitted not later than December 1, 1965, and that it will include the following:

1. An examination of the extent to which a gap exists between the economic needs of the native peoples and their opportunities to fulfil those needs.
2. An examination of how new economic needs are fostered, and of the frustrations which may result.
3. An examination of other social and psychological effects of the difference between needs and opportunities, including the investigation of attitudes toward making a living, and toward government assistance programs.
4. An examination of how the distance between economic needs and economic opportunity varies with different kinds of subsistence activity and different patterns of living. This would include comparison of differences among settlement dwellers in wage employment, settlement dwellers not in wage employment, and people living on the land.
5. An examination of how differences between economic need and economic opportunity relate to other factors of social organization, including ethnic and class structure in the communities under study.

The contract, not to exceed \$3,300 will cover all expenses including travel, subsistence, and interpreter's fees incurred by you during the course of the study. The money is to be paid in the following manner: \$800 will be paid immediately after signing this letter of contract; four interim payments of \$500 will be made to a further amount of \$2,000; the final payment of \$500 will be paid on receipt of your final report.

- 2 -

If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,


Roger Teillet,
Acting Minister

I agree to the terms outlined above.

Derek G. Smith

May 25, 1965
Date

MINISTER OF
NORTHERN AFFAIRS AND
NATIONAL RESOURCES



MINISTRE DU
NORD CANADIEN ET DES
RESSOURCES NATIONALES

Miss Jose Maillot,
Department of Anthropology,
University of Montreal,
Montreal, P.Q.

Ottawa 4, May 20, 1965.

Dear Miss Maillot:

I have been authorized to enter into a contract with you in the amount of three thousand and three hundred dollars (\$3,300) to assist you in carrying out a sociological study of the community of Inuvik. I understand that the aim of this study is to outline the social structure of the community. I also understand that your study will be conducted for a period of four months, beginning approximately June 1, 1965, that your report will be submitted not later than December 1, 1965, and that it will include description and analysis of the following:

1. Community leaders and patterns of leadership.
2. Independence in decision-making and identification of factors which impede or promote decision-making by native people.
3. Degree of fragmentation in the community and lines of social cleavage, including attention to separate groups, their organization, and their relations with each other.

I also understand that in your report you will pay special attention to sociological factors which can influence the success of community development or other self-help programs.

The contract, not to exceed \$3,300, will cover all expenses including travel, subsistence and interpreter's fees incurred by you during the course of the study. The money is to be paid in the following manner: \$800 will be paid immediately after signing this letter of contract; four interim payments of \$500 will be made to a further amount of \$2,000; the final payment of \$500 will be paid on receipt of your final report.

If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,

Roger Teillet,
Acting Minister

I agree to the terms outlined above.

Jose Maillot

Date

May 25, 1965.

000121

Miss Jose Mailliot,
Department of Anthropology,
University of Montreal,
Montreal, P.Q.

Ottawa 4, May 20, 1965.

87-3-32

Dear Miss Mailliot:

I have been authorized to enter into a contract with you in the amount of three thousand and three hundred dollars (\$3,300) to assist you in carrying out a sociological study of the community of Inuvik. I understand that the aim of this study is to outline the social structure of the community, I also understand that your study will be conducted for a period of four months, beginning approximately June 1, 1965, that your report will be submitted not later than December 1, 1965, and that it will include description and analysis of the following:

1. Community leaders and patterns of leadership.
2. Independence in decision-making and identification of factors which impede or promote decision-making by native people.
3. Degree of fragmentation in the community and lines of social cleavage, including attention to separate groups, their organization, and their relations with each other.

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If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,

(sgd) Roger Teillet,
Acting Minister

I agree to the terms outlined above.

Jose Mailliot

Date

86
JML

Mr. Derek Smith,
Perkins Hall 63,
Harvard University,
Cambridge 38, Mass.,
U. S. A.

Ottawa 4, May 20, 1965.

87-3-32

Dear Mr. Smith:

I have been authorized to enter into a contract with you in the amount of three thousand and three hundred dollars (\$3,300) to assist you in carrying out a social and economic study of subsistence problems in the Mackenzie Delta. I understand that the aim of the study is to investigate and analyze the difference between levels of economic expectation and levels of economic realization among native people in the region. I understand further that your research will focus upon the people of Aklavik, Inuvik and surrounding areas. I also understand that your study will be conducted over a period of four months, beginning approximately June 1st, 1965, that your report will be submitted not later than December 1, 1965, and that it will include the following:

1. An examination of the extent to which a gap exists between the economic needs of the native peoples and their opportunities to fulfil those needs.
2. An examination of how new economic needs are fostered, and of the frustrations which may result.
3. An examination of other social and psychological effects of the difference between needs and opportunities, including the investigation of attitudes toward making a living, and toward government assistance programs.
4. An examination of how the distance between economic needs and economic opportunity varies with different kinds of subsistence activity and different patterns of living. This would include comparison of differences among settlement dwellers in wage employment, settlement dwellers not in wage employment, and people living on the land.
5. An examination of how differences between economic need and economic opportunity relate to other factors of social organization, including ethnic and class structure in the communities under study.

The contract, not to exceed \$3,300 will cover all expenses including travel, subsistence, and interpreter's fees incurred by you during the course of the study. The money is to be paid in the following manner: \$800 will be paid immediately after signing this letter of contract; four interim payments of \$500 will be made to a further amount of \$2,000; the final payment of \$500 will be paid on receipt of your final report.

- 2 -

If you agree to the above terms, would you please sign both the original and one copy of this letter as indicated, and return them to the Northern Co-ordination and Research Centre. The additional copy is for your record.

Yours sincerely,

(*end*) Roger Teillet,
Acting Minister

I agree to the terms outlined above.

Derek G. Smith

Date

THE OFFICE OF THE
SECRETARY OF STATE
OTTAWA, CANADA
MAY 25 1965
87-3-32

P.L.
eml

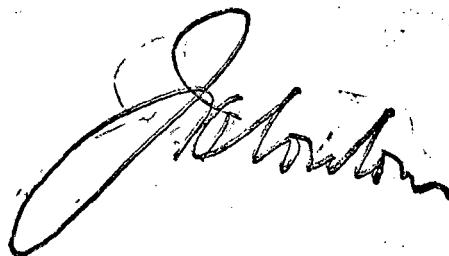
Mr. A. J. Kerr,
for Chief of Northern Co-ordination and
Research Centre

Ottawa 4, May 20, 1965.

As you will note, the attached memorandum to the Acting Minister passed for his signature letters addressed to Miss José Maillot and Mr. Derek Smith.

I have not held these up pending our further discussion of the points we reviewed this morning but I would be glad if you would give me a call as soon as you are in a position to consider these again.

I would like to have from you your early recommendations as to how soon we can effectively gather together an advisory panel to assist us in making decisions as to the best means of pursuing as quickly as possible the next steps in the Mackenzie Delta project.



J. H. Gordon,
Assistant Deputy Minister.

Gordon/eml

Ottawa 4, May 20, 1965.

65. MAY 25 1965
87-3-32

Gordon/eml

J. H. Gordon,
Assistant Deputy Minister.



Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

*Plg
DML*

MR. GORDON
Assistant Deputy Minister - Langevin Block

Ottawa 4, May 19, 1965

our file / notre dossier
your file / votre dossier

RECEIVED
MAY 24 1965
87-3-32

Research Contracts for Miss José Maillot and Mr. Derek Smith

Attached are letters of contract with these two social scientists, prepared for signature.

Miss Maillot has been selected to undertake the project listed as Part (a) of ACTION 1 in my memorandum on the Mackenzie Delta Research Project-Preliminary Phase. She completed requirements for an M.A. degree in Anthropology at the University of Montreal this term. She comes to us very highly recommended from the members of the staff there, who have no doubt about her competence to do the task which we are setting for her. She is co-author of a report describing the Indian community at Northwest River in Labrador. This report was published by the Northern Studies Centre at Laval, and is based on research done two years ago. She has since completed a second research project for a thesis, based on field work done last summer on the north shore of the St. Lawrence. I have interviewed her and believe her to be competent and capable.

Mr. Smith has been selected to undertake the project listed in my memorandum on the Mackenzie Delta Research Project-Preliminary Phase, as Part (b) of ACTION 1. He is a Canadian studying for a doctorate at Harvard, on a Woodrow Wilson Fellowship. He is a former student of Dr. Hawthorn at the University of British Columbia. In response to a query from our office, Dr. Hawthorn replied as follows:

"I can give Derek Smith the highest recommendation. He is an excellent scholar and a person of very good character.

"I can best show my opinion of him by saying that if I obtain my own research budget in time, I will also be making him an offer."

Dr. Hawthorn did in fact make Mr. Smith an offer, which he rejected in favour of working with us. With Mr. Rowley's agreement, verbal commitments have been made to Miss Maillot and Mr. Smith, following your memorandum of April 23 (copy attached).

-2-

The success of this preliminary project hinges on getting started with no further delay. Would you please have these contracts signed as soon as possible.

Yours sincerely

A. J. Kerr
for Chief
Northern Co-ordination
and Research Centre

plus.
DMT

THE MINISTER

Ottawa 4, 23 April, 1965.

Mackenzie Delta Research Project

I have authorized Mr. Rowley to go ahead with making arrangements for carrying out a program of social and economic research in the Mackenzie Delta. The first phase of this will consist of a team study which we hope to carry out this summer and which will review the situation, isolate the problems, and determine how they should be approached. We cannot at this time specify who the scientists will be, or the particular role of each in the team as this will depend on their individual specializations.

You will I know appreciate the problems that face Mr. Rowley and his staff in attempting to get scientists to commit themselves for the summer without being able to give them any firm assurance that they will be employed - particularly at a time when good scientists are at a premium.

J. H. Gordon,
Asst. Deputy Minister.

cc: Mr. Rowley.

A R C

to h5



CANADA

Department
of Northern Affairs
and National Resources Deputy Minister

Ministère
du Nord canadien et
des Ressources nationales Sous-ministre

Handwritten initials: PM, DM

Mr. J. H. Gordon
Assistant Deputy Minister

Ottawa 4, May 19, 1965

our file / notre dossier
your file / votre dossier

MAY 25 1965
87-3-32

Mackenzie Delta Research Project - Preliminary Phase

A decision to develop a comprehensive and integrated research program in the Mackenzie Delta was made in September 1964. The purpose of the program was to isolate and analyze social and economic conditions which impede native peoples from participating in northern development and to assess the extent to which they are making effective adjustment to changes brought about by government and commercial expansion in the north. After discussion between yourself, Mr. Rowley and Mr. Valentine, this program was included in the N.C.R.C. estimates for 1965-66.

Before such a program can be carefully formulated, some preliminary field work must be done in order to provide the general background data necessary to establish the location of key areas for detailed investigation during the next phase of the program. Plans for the preliminary phase of the project to be undertaken this year, leading up to a detailed and comprehensive research plan for the 1966-67 year, are listed below:

ACTION 1 - A preliminary field research program will be organized and will include the projects following:

- (a) A socio-economic study of the basic structure of the community of Inuvik. Analysis would include consideration of elements such as:
- leaders and patterns of leadership (i.e., who the leaders are, and how they lead)
 - decision-making (i.e., where decisions are made, factors inhibiting or promoting decision-making by local people)
 - fragmentation in the community (i.e., sub-groups, their origins and their organization, their relations with each other)
 - ethnicity and its meaning in Inuvik (i.e., what advantages and disadvantages does "Eskimeness" pose to an Eskimo in Inuvik.)

...2

-2-

Basic information about the structure of the other communities in the Delta is available, since they are former fur-trade settlements, not essentially different from other such settlements in the Mackenzie, whose patterns of organization have been described. Inuvik, however, represents a different ecological orientation with a good many elements whose interrelationships have not been analyzed.

- (b) A socio-economic study of subsistence patterns in the Delta, to outline and analyze the problems related to the time-lag between the acquisition of new needs and the means to fulfil them. Social scientists who have worked in the Delta recently (Clairmont and Hobart) imply that this is the key to understanding most of the social problems in the area today. These scientists suggest that for native people of the area, a noticeable gap between the "level of economic expectation" and "the level of economic realization" is closely connected with increased delinquency, illegitimacy, problem drinking, etc. Analysis will include consideration of:
 - origins of new "needs" (Where do they come from, and how are they fostered?)
 - How wide is this "gap" between levels of expectation and realization? (By how much are people missing "the good life" as they understand it?)
 - What are the group and sub-group differences with reference to the width of this "gap"?
 - Are there predictable trends in this problem area?
- (c) A study of the Delta by an economic geographer to produce an "outline map" of the conomy of the area. This would include basic information about:
 - historical background with reference to socio-economic change
 - statistics of settlement populations, past and present
 - resources and economic activities
 - present source of income in the Delta
 - differences in levels of income in various sectors of the population

Such an "outline map", or compilation and elementary analysis of the economic and geographic facts of life in the delta will provide essential information for any planning there, for research or other purposes. This study will be undertaken in close co-operation with the Industrial Division of the Northern Administration Branch.

... 3

-3-

(d) A study by a physical scientist to survey the technological possibilities of reducing the cost of living in the Delta. This initial study will be undertaken by a non-specialist physical scientist who can consider all possibilities without predisposition towards any one. His report will provide a basis for determining where later specialized research is likely to be most useful, and would include consideration of:

- the basic needs of the area from a technological viewpoint
- past and present techniques of coping with these needs
- present and future developments in technology which are relevant to Delta problems
- the most promising possibilities for specialized research

ACTION 2

- Agencies within the Department and within the Northern Administration Branch itself, together with other appropriate federal agencies working in the north (i.e., R.C.M.P., Department of National Health and Welfare) will be invited to submit opinions about research needed and which we should incorporate into our integrated program to get underway a year from now. When feasible, given our research objectives and conceptual framework, such suggestions will be incorporated.

ACTION 3

- An advisory panel in this research program will be organized. The membership of the panel will be determined in consultation with Mr. Rowley and yourself. I suggest that it could be a group consisting of some social scientists with special northern experience (i.e., Dr. Vallee, Dr. Honigmann), and some Departmental officials.

ACTION 4

- A provisional research plan for the following year will be prepared in detail. Prior knowledge and experience of research staff in the Centre, suggestions obtained in response to ACTION 2, and experience and information gained from the studies done in ACTION 1, will all be drawn upon. On completion, it will be duplicated and copies mailed to members of the research panel for study.

ACTION 5

A conference of the research panel will be organized for the purpose of modifying and adjusting this provisional research plan. From the comments and analyses of panel members, a final plan for research will be constructed. I suggest that a tentative date for this conference might be the end of January 1966.

...4

-4-

ACTION 6 - Researchers to do the work outlined in the plan forthcoming from ACTION 5
will be engaged.

Yours sincerely



A. J. Kerr
for Chief
Northern Co-ordination
and Research Centre

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES
OFFICE OF THE DEPUTY MINISTER

MEMORANDUM

DATE 23 Apr 65

Mr. Gordon

As requested

PA

LJR

Mr. [Signature]

To see before release

LJR.

000134

Rowley/ab

File

Diary

THE MINISTER

Ottawa 4, 23 April, 1965.

Mackenzie Delta Research Project

DEPT. OF NATURAL RESOURCES
NORTHWEST TERRITORIES
RECEIVED TO
APR 28 1965
87-3-32
FILE NO.
CHIEF TO

I have authorized Mr. Rowley to go ahead with making arrangements for carrying out a program of social and economic research in the Mackenzie Delta. The first phase of this will consist of a team study which we hope to carry out this summer and which will review the situation, isolate the problems, and determine how they should be approached. We cannot at this time specify who the scientists will be, or the particular role of each in the team as this will depend on their individual specializations.

You will I know appreciate the problems that face Mr. Rowley and his staff in attempting to get scientists to commit themselves for the summer without being able to give them any firm assurance that they will be employed - particularly at a time when good scientists are at a premium.

J. H. Gordon,
Asst. Deputy Minister.

cc: Mr. Rowley.



Department
of Northern Affairs
and National Resources

Ministère
du Nord canadien et
des Ressources nationales

MR. GORDON

OTTAWA 4, April 1, 1964

REFER TO

APR 3 1964

FILE No. 87-3-32

CHGD. TO

our file / notre dossier
your file / votre dossier

-- Attached is the memorandum I spoke to you about on two or three occasions and said I was unable to deal with at present. I said I would like to wait until Vic returned. He came back yesterday. I gave it to him yesterday and BF'd the file for 15th April.

The undertaking you refer to is flagged. At the time it was drawn up, Mr. Cunningham agreed to support our case for more staff in order that we would be able to implement it and other things. It was, however, cut out of our estimates at meetings where we were not represented.

I have had no chance yet to go into the details of this memorandum. The main features are, however, that the number of projects we were able to carry out last year was very limited owing to the financial restrictions, and we are still working on the list of projects proposed to us by Northern Administration and agreed with them at meetings of the sub-committee. Owing to this, to changes of membership, chronic shortages of staff, and the fact that the main committee, of which this is a sub-committee, requires re-constitution (the Chairman and all the members except myself have left) Mr. Valentine was not able to call the meeting before he left early in the year on his United Nations assignment. The Northern Research Project Form has, however, been used in every case.

The reason why Northern Administration do not know who will be working on research projects in the north this year is because we do not know ourselves. We are negotiating with several scientists but none of them have yet agreed that they will be available for field work this summer. This is largely owing to the very cumbersome method we have to follow of operating by contract, rather than by the normal government procedure in scientific agencies of using university staff as seasonal employees during the summer.

I am always most anxious to do everything we can to encourage close liaison with the Northern Administration Branch. Mr. Phillips has only to call me or Mr. Valentine on any point that he is unsure about.

- 2 -

We do have a problem in maintaining liaison at all levels owing to the fact that there are approximately 100 people in Northern Administration for every one in N.C.R.C. If we spent 100% of our time in liaison with them, it would occupy them for only 1% of their time.


G.W.R.

R. A. J. Phillips/mb

OUR FILE NO.

YOUR FILE NO.

B.F. 908
1584

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

NORTHERN ADMINISTRATION BRANCH

OFFICE OF THE DIRECTOR

DEPUTY MINISTER
NORTHERN AFFAIRS & NATIONAL
RESOURCES

OTTAWA, January 30, 1964

REFER TO

JAN 31 1964

REPLY DUE

FILE No. 87-3-32

Mr Rowley - your comments, pls.
MEMORANDUM FOR MR. GORDON

NORTHERN RESEARCH

Over the years, we have had many discussions on the most helpful ways in which the Northern Co-ordination and Research Centre and this Branch might work together and exchange views and information. In a sense, these culminated in a most useful memorandum of November 16, 1962, from Mr. Rowley to Mr. Sivertz, a copy of which is no doubt on your files.

This memorandum set forth a schedule for consultation, as proposals and projects developed throughout the year. My purpose in writing the present memorandum is to express concern that, undoubtedly through circumstances beyond anyone's control, this schedule has not been followed. I fear, therefore, that we are not reaching the full potential of our co-operation with NCRC. It was, for example, decided at that time, on the directions of the Deputy Minister and with the approval of all concerned, that a Northern Research Committee would meet at least three times a year, during certain stated months. If memory serves, the Committee met only once, almost a year ago. Without this Committee and the follow-up from it, it is difficult for us to be as helpful as we would wish in the implementation of plans for northern research.

I do not wish, in this memorandum, to make any specific proposals for research projects, but we thought that, in due course, you might wish to consider with Mr. Rowley either the implementation of the arrangements decided upon a year ago, or their modification in whatever way seems appropriate to the present. Whatever this decision may be, we would like to submit that we attach great importance to close co-

- 2 -

ordination with those responsible for northern research.

I am sending a copy of this memorandum to Mr. Rowley.

A handwritten signature, possibly "J. M.", enclosed within a horizontal oval shape.

Director.

87-3-32 Encl. Vol. 4

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ALIGNMENT PROGRAM

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Mackenzie Delta Research Project

New Northern Townsmen in Inuvik

By A. M. Ervin

MDRP 5

Pa

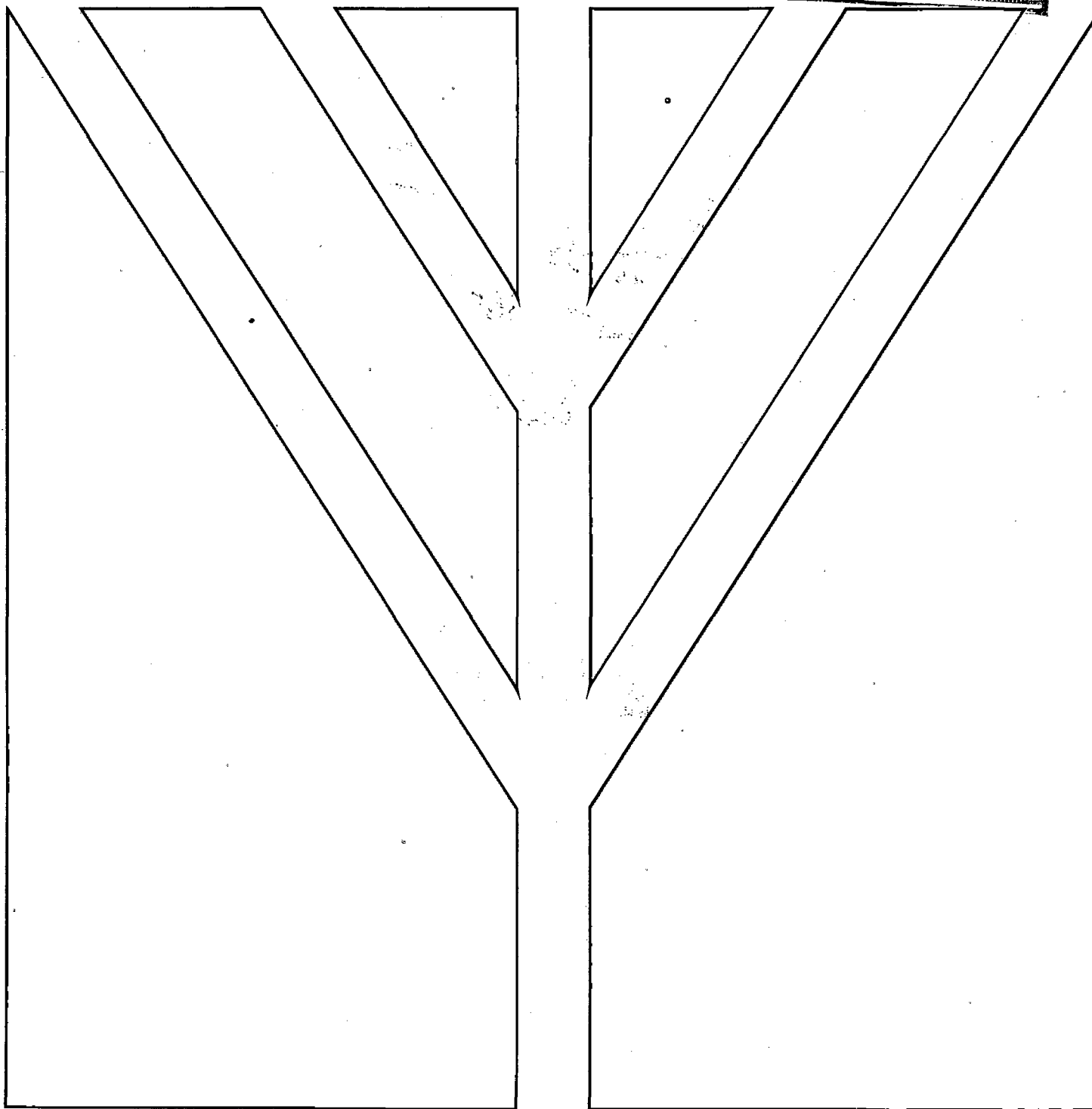
87-3-32-2 *Pa*
REGISTRY

NOV 12 1968

87-3-32

Northern Science Research Group

Department of Indian Affairs and Northern Development, Ottawa
CORR. NO. 1
REFER. TO



Mackenzie Delta
Research Project
STUDY NO. 5

NEW NORTHERN TOWNSMEN IN INUVIK

by

A.M. Ervin

This report is based on research carried out while the author was employed by the Northern Co-ordination and Research Centre of the Department of Northern Affairs and National Resources, now the Northern Science Research Group of the Department of Indian Affairs and Northern Development. It is reproduced here as a contribution to our knowledge of the North. The opinions expressed however are those of the author and not necessarily those of the Department.

Requests for copies of this report should be addressed to Chief, Northern Science Research Group, Department of Indian Affairs and Northern Development, Ottawa.

Northern Science Research Group,
Department of Indian Affairs and Northern Development,
Ottawa, May, 1968

ABSTRACT

Using as analytical devices several social variables which include ethnicity, life-style, age, sex, and social stratification, the social life of the native people of the Delta, and of Inuvik in particular, is studied. Through analysis of these components the degree of success enjoyed by native people in adapting to the new urban environment of Inuvik is assessed. It is found that ethnicity is no longer the prime factor in determining the nature of social interaction in the Delta. A new grouping, in which people from all ethnic groups are included, is emerging. The emergence of this – the "Northerner" grouping – can be understood as a response by its members to a feeling of domination by "Southerners". Analysis also identifies several factors which hinder the successful acculturation of the "Northerner" population to the new town environment. While some of these come from outside, others derive from elements inherent in the pre-urban life ways of the native people. In the former category are to be included the needs of these people for improved economic opportunities, education, job skills, and housing, all of which are necessary for better adaptation to the new town environment. In the latter category are several deeply rooted attitudes about what is good and bad. Notable here are the "sharing ethic" and the "consumption ethic", both vital elements in the "bush" culture.

Accepting all these difficulties, and acknowledging that some involve deeply rooted feelings, it is concluded that many problems may be solved if the "Northerner" grouping becomes more powerful, and if its members can develop greater awareness and pride in their identity.

FOREWORD

The Mackenzie Delta Research Project is an attempt to describe and analyze the social and economic factors related to development in the Mackenzie Delta. Particular emphasis is being directed toward the participation of the native people of the area, and the extent to which they are making effective adjustments to changes brought about by government and commercial expansion in the north.

This study, MDRP 5 by A.M. Ervin, follows the work done by José Mailhot, whose report has been published as MDRP 4 (*Inuvik Community Structure – Summer 1965*)

Mr. Ervin's research is directed toward some of the problems of adaptation which native people experience in Inuvik, and it explores the problems they experience in finding a satisfying identify in the new town setting. Recommendations for action to ameliorate some of their difficulties are also presented.

A.J. Kerr,
Co-ordinator,
Mackenzie Delta
Research Project.

PREFACE

This report is based on my three and one-half months of field work among the residents of the Mackenzie Delta (principally in the settlement of Inuvik), Northwest Territories, Canada. Field work began on June 21 and ended on October 5, 1966. The work was done for the Northern Coordination and Research Center of the Department of Indian Affairs and Northern Development, as a component study of the Mackenzie Delta Research Project. This report is intended primarily as a continuation of J. Mailhot's study (*Inuvik Community Structure - Summer 1965*) and should be read in conjunction with it.

I would like to thank Dr. D.B. Shimkin of the University of Illinois for his advice and encouragement in the writing of this report. However, responsibility for the views and opinions expressed is my own. I am also indebted to my colleagues in the field: Dr. J. Lubart, J. Wolforth, D. Smith, and A.J. Kerr, for their helpful cooperation. I wish to express particular thanks to the residents of the Delta for their hospitality and advice, especially to Victor and Bertha Allen, Johnny Banksland, William and Rebecca Chicksee, John Pascal, Suzy and Peter Sidney, Big Jim and Ida Rogers, Sandy Stefansson, and Dave Sutherland.

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1.0 INTRODUCTION

1.1 THE PROBLEM, AND FIELD METHODOLOGY

As a researcher on the Mackenzie Delta Research Project, my task was two-fold. First of all, I was to conduct an anthropological survey of 'significant social sub-groupings' as part of Phase II in the Project's program of research. Secondly, I was to concentrate on the native population of Inuvik, as a continuation of J. Mailhot's (1966) community study of Inuvik.

Field techniques in this research included informal observation, and intensive interviews with selected native and white informants. The bulk of the fieldwork was done in Inuvik, as this was to be the focus of the problem. However, all of the Delta settlements (except the Arctic Red River) were visited, and several journeys were made to fishing and whaling camps. These trips proved useful in that they provided contrasts which illuminated many of the features of Inuvik.

This report represents the findings from the field research. Two main descriptive sections are presented. The first (Section 2.0: Cultural and Structural Features of Inuvik and the 'Regional Community') is an attempt to view the social life of the Delta, and more specifically that of Inuvik, in the light of certain significant social variables. It includes the factors of ethnicity, life styles, age, sex, settlement patterns, social stratification, and formal community organizations. All of these variables are intended to demonstrate the theme of native adaptation to the new 'urban milieu' of Inuvik, or the degree of successful transition from bush life to that of the town. In this section an attempt has been made to formulate some of the more important social sub-groupings (e.g., factors of ethnicity and styles of life).

The second descriptive section (3.0, Individual and Community Problems) refers directly to Inuvik, describing some rather serious adjustment difficulties and responses for native people, arising from the 'urban' structure of Inuvik.

Inuvik's urban life is summarized in section 4.0, drawing from the material of the two descriptive sections (2.0 and 3.0). Finally, suggestions for the alleviation of some of the problems brought forward in this report are presented in the last section (5.0, Recommendations).

1.2 THE SETTING

Six permanent settlements (Aklavik, Inuvik, Tuktoyaktuk, Fort McPherson, Arctic Red River, and Reindeer Station) constitute the main population centers of the Delta. These communities may be considered as forming a single 'regional community', since they are linked by such economic and political ties as transportation, commerce, administration, health, and education. Migration to and from the various Delta settlements is common, and inter-community kinship bonds are very important for the native people.

Table I

| Settlements | Total | White | Métis | Indian | Eskimo |
|-------------------------------------|-------|-------|-------|--------|--------|
| Mackenzie Delta Settlements (Total) | 4728 | 1918 | | 1148 | 1662 |
| Arctic Red River | 109 | 5 | 21 | 83 | — |
| Ft. McPherson | 706 | 70 | 80 | 550 | 6 |
| Aklavik | 635 | 145 | 60 | 150 | 280 |
| Inuvik | 2258 | 1367 | | 245 | 646 |
| (Hostels) | (486) | (102) | | (114) | (270) |
| Reindeer Station | 69 | 9 | — | — | 60 |
| Tuktoyaktuk | 465 | 40 | 19 | 6 | 400 |

Populations of Inuvik Regional Settlements, 1965

Source: Cooper: 9

The inhabitants of Reindeer Station, with the exception of two families, are Eskimo, and are engaged in reindeer herding. Aklavik, a fur-trade town, is ethnically heterogeneous (Eskimo, Indian, Métis, White). Arctic Red River and Fort McPherson, located on the Arctic Red and Peel Rivers respectively, are traditional fur-trade towns, with the populations consisting primarily of Loucheux (Kutchin) Indians. Tuktoyaktuk, located on the coast of the Beaufort Sea to the east of the Delta is predominantly Eskimo, and is the site of a Distant Early Warning Line station.

Inuvik is located on the East Channel of the Mackenzie River Delta. It contains over half of the regional population, dominates the Delta, and is a service community, being the administrative center for the Western Canadian Arctic. It contains various government agencies, a large hospital, a school and hostel complex, a Navy radio station, and an airport with suitable facilities for handling large transport planes from southern Canada.

Inuvik's construction arose out of a decision made in 1952 to replace Aklavik with a new town, since Aklavik was considered unsuitable for further expansion, being subject to floods. As well as providing for the expansion of government facilities, the new settlement was planned to be an area which would have improved educational, health, and welfare facilities. This was to be a model Arctic town, proof that living facilities of southern Canada were viable in the Arctic. Construction began in 1954, and was virtually completed in 1959 (Pritchard: 145-152).

There is still much indignation among the permanent residents of the Delta over the fact that they were not consulted to any great extent in the selection of the Inuvik site, nor in the actual planning of the town. I was told that the residents of Aklavik received their first news of the choice of the town's location from an American radio station in Fairbanks, Alaska. The site seems to have been selected more on the basis of technological and engineering feasibilities than on considerations of the needs which the native population felt were important. Many still feel that the move would have been more acceptable to the local people if Inuvik had been located on the West Channel near adequate fish, game, and fur resources. The present location of Inuvik creates transition problems for the native people, since such resources are inadequate, thus forcing them to depend for subsistence upon either wage-labour or welfare assistance.

Aklavik was expected to die a natural death. Indeed, it seemed that this was going to be the case, since at first many people left the settlement to participate in the construction of Inuvik, and very little government capital remained operative in Aklavik. However, after the initial construction phase at Inuvik, many of the previous residents returned. The government seems now to have recognized that Aklavik is there to stay. Recently, considerable investment money has begun to flow into the area, and construction has picked up in this older town.

On the positive side, many useful and welcome results have come from the construction of Inuvik. With the building of the Sir Alexander Mackenzie School together with its hostel complex, educational opportunities have been increased, most notably in vocational and high school training. The expanded facilities of the hospital complex are a definite asset to the immediate and surrounding area. Natives who are seriously ill (especially T.B. patients) do not have to be removed to Camsell Hospital in Edmonton. Most important, Inuvik provides wage-labour opportunities for the native people. Such employment is critical, since the fur-trading industry cannot support many people to-day, and fur prices tend to fluctuate drastically according to the unreliability of highly competitive world markets, themselves dominated by public taste and fads.

In the future, natural gas, oil, and other mineral resources may be exploited in the Delta region. This suggests future employment opportunities for native persons, but at present, assessments of both the extent of these resources and of the demands from the southern market are unknown (Wolforth: 72).

Consequently, the present economy is a highly artificial one, not dependent on the exportation of natural resources or on manufactured products. Government services and construction, supported by heavy financial 'underwriting' from the south, form the basis of this artificial economy. Most of the permanent and native population are now supported through subsidized seasonal wage-labour and welfare payments.

Inuvik must be viewed in terms of a reference frame based on these economic realities. Furthermore, although many errors were made in the planning and construction of this town, it is there to stay, and it illustrates trends of centralization and urbanization which are becoming increasingly important in the Canadian North.

Jacob Fried has pointed out most succinctly the importance of the time factor in the problems of maladaptation confronting new northern towns such as Inuvik:

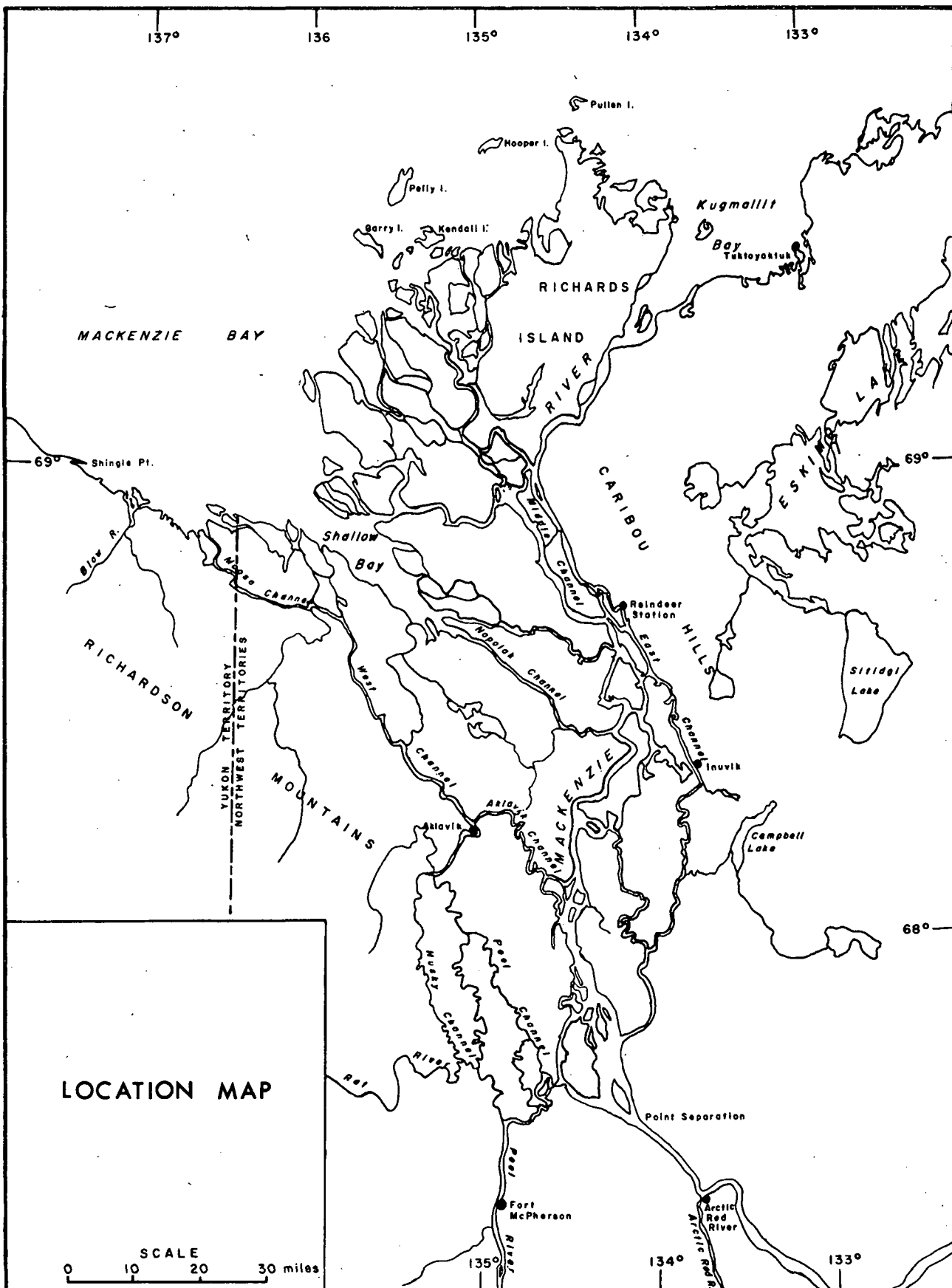
"The culture of new Northern settlements then is not necessarily derived by experience, and does not reflect a historical process of adaptation by settlers... In this early stage of commun-

ity development there is a marked lack of innovation because there has not been enough time to develop the slow and immediate exchange between man and his environment and so create a local culture or style."

(Fried: 94)

The following sections, describing the social life of Inuvik and the Delta, should reflect the validity of the above statements.

MACKENZIE DELTA



2.0 CULTURAL AND STRUCTURAL FEATURES OF INUVIK AND THE DELTA "REGIONAL COMMUNITY"

2.1 THE SIGNIFICANCE OF ETHNIC ORIGIN

Groupings in Aklavik and Inuvik are not so strongly based on ethnic lines as they are reported to be in other Northern communities (e.g., Great Whale River: see Honigsmann 1962). At one time, this was not the case, for hostilities and avoidance-behaviour were quite common between the Indians and Eskimos of the Delta. To-day these differences have largely evaporated because of the common position in which the Métis, the descendants of white trappers, the Indians, and the Eskimos, find themselves in the new town-setting of Inuvik. Furthermore, since Aklavik has been quite heterogeneous from its founding, strong ethnic identity has been reduced because of shared interests developing through common residence and participation in the fur-trade.

A growing basis of grouping is that of Northerner versus Southerner, or long-time resident of the Delta, versus the transients from the provinces of Canada. 'Northerner' is a social category which includes Indians, Eskimos, Métis, white trappers, some entrepreneurs, and a few civil servants. The basic criterion for membership in this grouping is that of permanent residence, or, for those born outside of the Territory, a stated commitment to settle in the North, and to have close social ties with the native people. Thus, the category, 'Northerner,' is an emergent phenomenon. It is a local social response to the recent and rapid influx of many transients (including civil service people, navy personnel, construction workers, and so on).

In the eyes of the Northerners, the 'Southerners' fall into various categories. At worst, the Northerners view the Southerners as opportunists and selfish intruders who are a threat to the well-being of the North, coming there to exploit, to exercise power over local people, and to create little or nothing of positive value in or for the area. At best, the Northerners see the Southerners as rather impersonal and disinterested persons, apparently not willing, or giving much indication of trying, to interact with or understand the native peoples.

The latter stereotype would seem the more correct according to the writer's observations of behavioural patterns. At public places and events there seems to be little intermingling or conversation between members of the two groups. Southern transients (except for construction workers) drink almost exclusively in the quiet atmosphere of the Mackenzie Hotel's cocktail lounge, while the groups of native peoples drink in the one beer parlour, or 'zoo,'¹ as it is called by the Southerners. At church assemblies, most of the natives segregate themselves, usually sitting in the back pews; and there are special services given in the Loucheux, or Eskimo languages. This theme of separateness is apparent also at the Hudson's Bay Store, at baseball games and sports events, and such public events as 'Inuvik Sports Day.'

In addition, in comparison with the Northerners, the Southerners have job advantages, and command higher salaries and better housing (see section 2.5). This is normally due to the fact that they have greater and more valued skills and have had the advantage of more extensive education. Northerners (mainly of the native category) lack these housing and job advantages, since they do not possess the educational requisites needed to attain them. They view themselves as having been conditioned by the bush-life, and as being possessed of the Northern values and greater honesty in their relationships. Some Northerners feel that these latter qualities often put them at a disadvantage in the unfamiliar town-setting of Inuvik.

Returning to the question of ethnicity proper, there are of course the legal ethnic classifications: Indian, Eskimo, and 'Other'. (referring to whites and people of mixed ancestry, not classified as Indian or Eskimo). Yet these terms are often meaningless from a biological standpoint, or in considering the style of life of the individual. Strikingly Caucasoid features are frequently found among persons with native legal status, living an Eskimo or Indian trapping style of life. There are also a few native people in town (plus a growing number of adolescents) who have gone through the school-hostel system, whose native ethnic origins are becoming increasingly remote as they become more oriented to town life and the white man's ways. Probably styles of life (see section 2.2) will become more important for group identification in the future.

¹ One time while I was sitting in the cocktail lounge I overheard a waiter say to a navy couple, "Have you ever looked into the 'zoo'? It's quite a wild sight. Come on and see. I'll open the door for you." The man went, but his wife declined. Also it is interesting to note that many native people themselves now refer to the beer parlour as the 'zoo'. To me this indicates a rather distressing sign of feelings of self-consciousness and inferiority on the part of native people.

Ethnic awareness among the permanent population tends to be situational. Indians, Eskimos, or Métis will often speak of 'we natives' or 'we Northerners' in opposition to whites or Southerners. Derogatory references to other ethnic groups within the Northerner population will be displayed in heated moments. For example, an Indian complaining about the government might refer to those 'damn Huskies' (Eskimos) as getting more welfare benefits than Indians; a young Eskimo girl might complain of Indian girls 'ganging up' on her in the school hostel.

Also, it is noticeable that in everyday behaviour, Eskimos tend to associate mostly with Eskimos, Métis with Métis, Indians with Indians, and white Northerners with white Northerners. Phenomena which reflect this include visiting behaviour, drinking and partying, cliques in the work situation, etc. But it should be pointed out that these relationships are based more on kinship or place of former residence than on any specific reference to ethnic origin, as early childhood friendship-ties last long into adulthood. At the same time friendships and marriages frequently cross ethnic lines.

Transient whites appear to favour Eskimos over Indians, considering them to be more amiable and cheerful and reliable on the job. This is probably a preconditioning which they have received even before they arrive in the North, by the popular image of the 'smiling Eskimo.' White stereotyping of different native peoples and the natives' concurrent awareness of these biases have some effect in structuring social relationships, particularly the nature of initial contacts. But there do not appear to be any essential behavioural differences between Indians and Eskimos.

Instead, when placed in the relatively urban setting of Inuvik, Indians, Eskimos, and Métis merge as an indigenous people subordinate in occupation and socio-economic status to the transient whites who are more attuned to the ways and means of urban life. And as was pointed out earlier, this distinction is expressed by the Southerner and Northerner categories. However, as will be seen in the discussion of Inuvik's formal organizations, the Northerner category has not yet jelled into a grouping powerful enough to counteract the influence of Southern transients.

2.2 CONFLICTING NORTHERNER LIFE STYLES

Vallee, in his descriptions of the Eastern Arctic, has suggested the Nunamiut-Kabloonamiut continuum. The Nunamiut are people oriented towards Eskimo land-life, and the Kabloonamiut are drawn to the settlements and the white man's ways (Vallee: 139). The difference, with reference to the Delta, is that the whole scale has to be shifted towards the Kabloonamiut pole. This is so because the inhabitants of the Delta have participated in the Canadian economy, through the fur-trade, for over fifty years. Furthermore, Smith estimates that there are only 150 native people still engaged in bush-life, who are full-time trappers (Smith: 22). Ten years ago the large majority of native people in the Delta were 'bush-oriented,' and active fur trappers. But since the D.E.W. Line construction era, the majority have become dependent on wage-labour.

2.21 The "Bush" or Trapping Style of Life

The economic life of bush Indians and Eskimos revolves around fur trapping, mainly muskrat, with lynx, martin, mink, and beaver of secondary importance. There are a few differences in the Indian and Eskimo patterns of bush life. The Indians tend to be more settlement-oriented, either operating directly from a settlement (Ft. McPherson, Arctic Red River, and Aklavik), or spending several months of every year in one of these settlements. The bush-oriented Eskimos spend almost all of their time either on the coast or in the Delta, with occasional visits to the settlements for supplies and the selling of furs. In both groups, store-bought food is supplemented with game food including caribou, fish, geese, ducks, and whales (the last only in the case of Eskimos). (Smith (11-17) discusses the seasonal cycle more fully than is feasible for this report.

Cash income from trapping is low. Based on 1963-1964 estimates, Wolforth estimates that one third of the Delta's trappers (including part-time) had incomes of less than \$100, with only fifteen having incomes over \$2000

(Wolforth: 13). Yet at the same time, these full-time trappers often feel that the economic disadvantage is compensated for by the psychic well-being of autonomy in the work situation. Many in fact contrast their position with that of the people in the town who are 'pushed around' by 'bosses,' and have to work when they are told. Townspeople often mention how much better off they were in the bush, because they were their own bosses. All the natives I spoke to in the town agreed that they were now more comfortable, economically; but they all referred nostalgically to the bush life, and many said that they would like to go back if they had the equipment.

However, it is doubtful that they would actually return. There has been a recent move among certain native leaders to rehabilitate the virtually-defunct Trapper's Association, with the idea of better equipping trappers already on the land, and of resettling some town natives back into the trapping economy. There are a few in the town who might be better off if they did return to the bush, since their lack of education limits their job potential. When I was about to leave the field, an Eskimo was planning to return to Sach's Harbour to try one more trapping season. But he was going to run into difficulties because he had neither the equipment nor the necessary capital.

Kin ties are very important with bush-people. The usual pattern is for a three-generation unit to be supported by one male (Smith: 20). Children are highly valued, and parents become very lonely in the fall when the children are sent away to the school hostels. In fact, one of the main reasons that so many trappers moved into Inuvik was so that they could be with their children.

Generosity in the sharing of equipment and food resources, as well as indulgence in consumption, are quite prevalent in the bush life. These patterns are, of course, quite functional in the trapping culture as sudden misfortunes may result in starvation for some families. Native sharing which amounts to native 'welfare', is a very personal thing without a cost-accounting. However, such native patterns of indulgence and generosity have created problems in town adjustment.

2.22 Town Life

On the whole, the native people in the bush and the other Delta settlements view Inuvik negatively. To them, Inuvik is an impersonalized, white man's government town. To be fully employed, one usually has to take an 'eight to five job' with the government and in a subordinate position. They also feel that the beverage room of the Mackenzie Hotel ruins native people. As one Aklavik Eskimo put it, "When a person moves to Inuvik, he is as good as dead."

However, there are certain features of town life viewed positively by native people, which help to explain the lure of Inuvik. Jobs or welfare payments insure that they will be well fed, as compared with the uncertainties of the bush. Native people recognize the convenience of the health facilities of the town, especially since disease and accidents have always been central problems in the North. For many it is of intense emotional importance to have their children living at home, rather than being separated from the family life for months in school hostels. Loneliness and fears of alienation are recurrent themes among Northern peoples, especially during the long winter months. Thus, even visiting bush people look for security through companionship. In other words, people attract people to the town. Novelty and excitement is sought through movies, dances, the bars, bingo games, and other forms of entertainment.

Yet the town-dwelling native people have feelings of 'relative deprivation' when they compare their living conditions with the living conditions of the transients, for whom urban services are provided with comparative liberality. The vast majority of natives live in the unserved end of the town, where housing is crowded and living costs are higher than in the subsidized serviced area (see section 2.5 for a fuller discussion). Also, since the native people are unskilled for the most part, large numbers of transients have been introduced into the area to fill administrative and skilled construction jobs. A native person, having at most quasi-vocational training (not fully useful in the bush or in the town), rarely achieves a position other than one of unskilled labour. Wolforth (44) lists 320 whites, 50 Indians, 83 Eskimos, and 36 'Others' as holding steady jobs in July 1965. During that period, 90.3% of the Eskimos, 72.7% of the Indians, and 86.3% of the Métis on the payroll of the Department of Northern Affairs earned between \$300 and \$350 a month; while 81.3% of the whites on the same payroll earned more than this (*Ibid*: 45). Most of the native people on the job market have at best an eighth grade education, since they grew up in a period when formal education was de-emphasized because it was not essential in a fur-trapping economy.

Because of the lack of previous education and town experience, native people are generally unaware of certain values that are associated with town life, as well as the opportunities which might be available to them. Saving is minimal. The ethics of consumption and sharing, appropriate to bush-life, persist in the town. Pressures of kinship and friendship are placed on wage-earners for loans, most frequently for the buying and consumption of alcoholic beverages. Coupled with this, gossip is likely to be employed against those who too eagerly seek material acquisitions and status. Not infrequently too, the holding of certain responsible jobs by natives causes difficulties in relationships with kinsmen and friends. For example, native welfare assistants are sometimes placed in the awkward position of having to decide whether fellow natives applying for welfare help are in actual need of it.

Welfare itself puts the people at a disadvantage. Because of a growing dependence on relief payments, and a corresponding loss of bush skills, some of these people are tending to lose self-reliance, motivation, and basic self-esteem. More seriously, there are many in the younger generation who are growing up knowing only a 'welfare culture,' unlike their parents who at one time or another were engaged in esteemed work. Unless this situation is remedied, these younger people may have little chance to gain any satisfying basis for identity.

On the whole, one gets the feeling that few of the native people have a strong sense of personal identity. The majority were raised in the bush, but now find that most of their former values, skills, and behaviour patterns are obsolete in the town. Associated with this is a confusion as to goals, and how to pursue them successfully. Although identification with the bush life is still strong, and most people, including some of the more successful wage earners, talk of returning, few actually do. This leaves them in the town, but without a total commitment to town life. As a result, such decisions as to getting better jobs, buying a larger house for an expanding family, saving, etc., are difficult to make, let alone to plan.

This report has presented many of the characteristics of town life in a negative way. There are some natives who have achieved quite noteworthy successes in the town, through steady job-holding and the acquisition of certain material luxuries. But these adaptations are remarkable in the light of how the 'cards are stacked' against native people, because of certain features in the town life of Inuvik, and because of certain elements of the old fur-trapping culture which tend to restrain an easy adjustment into town life.

2.3 AGE, THE GENERATION GAP, AND CONTACT EXPERIENCE

Their history of contact with Canadian culture has contributed greatly toward the shaping of the attitudes and the achieving of adaptability to town life, for the native people in the Delta. Partly because of the differences in the intensity of social change over the last fifty years, a rather serious 'generation gap' has developed. Aside from the fact that few of the younger people can identify with the bush culture or speak the native languages, a severe lack of continuity in ordinary communication and attitudes has developed between the generations.

Table II

| Age | 0-14 | 14-25 | 25-50 | 50+ | Not Recorded | Total |
|--------|------|-------|-------|-----|--------------|-------|
| Number | 383 | 153 | 154 | 45 | 97 | 832 |

Age Structure of Inuvik's Northerner Population, residing in the Unserviced Area, June 1966

Source: Industrial Division, Department of Indian Affairs and Northern Development

It can be seen from Table II that over half of Inuvik's Northerner population is under the age of fourteen. This of course results in profound problems for the welfare and educational administrative authorities, both for now and for the future. However, little of the field work was focused on this generation. Age will be discussed according to the three older categories, in connection with differences in behaviour and attitudes. It should be noted that there

will be some overlap because of certain life-chances that have affected individuals within these generations. But, on the whole, the following generalizations are valid.

2.31 The Old Folks 50 years and Over

This generation is almost entirely bush-oriented. They passed their formative years during the height of the fur trade, and many at one time achieved lucrative returns from trapping. Most of them now depend upon old-age pensions and other government assistance. Understandably, they are confused by the recent and rapid changes. Consequently, they are somewhat on the fringes of town society, and do not occupy as revered a position in their family and community as they might have occupied in the past. This is sad in light of the fact that the bonds of affection used to be especially strong between alternate generations (grandparents and grandchildren). I have been told of instances in which teen-age natives have turned on the radio when old men attempted to tell stories about the traditional culture.

The town has very little to offer the old people, except security in the form of material comforts and health facilities. I recall how animated two elderly Eskimo men became while watching for whales on a hill at Kendall Island. They became rather excited at the prospects of the hunt, and of course recalled many happy memories of the time when they were young men. But in the town, they seemed rather lonely and fatalistic about life.

2.32 The Generation 25 - 50 Years of Age

This generation grew up during the ending of the fur-trade era. Their values were formed in a bush milieu. It is this generation who have the greatest difficulty in adapting, and who represent the crux of the adjustment problem in Inuvik.

With the decline of fur-prices and the introduction of high paying D.E.W. Line construction jobs in the early 1950's, many of these people abandoned their trap-lines and equipment to seek wage-labour. The D.E.W. Line was finished in the late 1950's, but the building of Inuvik had begun, and there was a continuation of construction work. Although a few returned to Aklavik and the bush, the majority remained in Inuvik.

The members of this generation are frustrated because of their lack of education, and because they feel that they are not fully equipped to participate in town life. They resent 'eight to five jobs' and being ordered about in seemingly trivial tasks, missing the independence of the bush. One of them complained to me, "There are too damn many foreman around; they're always pushing us around. Now they've got us working under the pilings at the school, taking out dirt. It's hard, hot work, and we have to crawl on our knees," he said.

Few native people have any desire to become foremen, because it would set them apart from their friends. Furthermore, they can make \$2.05 an hour as labourers, and only \$2.15 as foremen. As a result, the majority of the foremen are whites or Métis.

Job-absenteeism is a chronic problem. This can be partly attributed to the desire for autonomy. But also, many feel that they can live on their pay-checks for a month, perhaps supplemented by welfare assistance, and then return for another job.

The indulgence patterns of the bush have remained, most notably in drinking behaviour. Because of these problems, it is difficult for such people to advise their children who are growing up in a totally different setting, and to provide behaviour models for them. However, a few remarkable individuals have made good adjustments (although they, too, miss many of the features of bush-life). These people were fortunate in that their successes were stimulated by unique life-chances. One Eskimo was given special attention by his foreman, who encouraged and advanced him. An Indian told me of his experiences as a T.B. patient in Edmonton. While convalescing, he attended a local high school and achieved a grade ten education. He was encouraged by a remarkable and compassionate teacher who gave him confidence, showing respect for his bush way of life, and at the same time showing

him how he could succeed in an administrative position. Both of these men now hold steady jobs, and are prominent in native organizations. Deeply personal patronage by white men towards native people can have very rewarding consequences.

2.33 The Young Generation 14 - 25 Years of Age

Most of the members of this generation have experienced little of the trapping way of life, having been brought up in the new town. But since their parents' values are bush-oriented, many of these same values are being passed on to them. Children are still raised in a rather indulgent manner as was the custom in the bush. But in the case of bush life, the environment was the disciplinarian, since the harshness of living conditions forced self-discipline. It is difficult for the present generation to turn to their parents for advice, since many of the parents are ill-prepared to give advice having any application to town life. As a result the children's respect for their parents tends to be low. Similarly, many are ashamed, or at least confused, about their native origins and identities. Few indicated any desire to become trappers.

There is considerable confusion with reference to goals, especially where occupational aspirations are concerned. One pretty and very feminine eighteen-year-old Eskimo girl, entering grade twelve, told me that her desire was to become a lady-wrestler. When I asked her where she got that idea, she replied, "From men's magazines." At a time when the Canadian army was setting up a recruiting station in Inuvik, a twenty-year-old Métis boy told me that he had decided to join the army. He said, "I'm a bum. I'm not doing much good around here. I might as well join up, and go over to Viet Nam and get killed."

As with most adolescents, the young natives direct their attention to activities, such as movies and the latest dances, which generate excitement. Lately, too, there has been considerable drinking among this group, and the occurrence of some juvenile delinquency in the form of petty thefts and assaults.

These problems with the younger generation are further intensified by the lack of continuity existing between the home and the school system. It is with this generation that true social stratification may develop, since only a few will have education and work values reinforced at home, while many others may become 'dependency-oriented.'

2.4 SEX AS A SOURCE OF CONFLICT AMONG NORTHERNERS

Conflict between the sexes is not too noticeable in the two older generations, but has very serious disruptive consequences among young people. The young girls appear to be the most acculturated of all age-sex categories in the Delta. They have made more of their educations, many holding steady jobs (as nursing aides, store clerks, waitresses, baby sitters, etc.). Most are comparatively sophisticated in terms of style-consciousness and general knowledge of urban life, valuing the excitement of Inuvik. This may be a search for emancipation from the hard life implicit in the feminine bush-role.¹ Also, the young girls have an advantage in that the types of occupations they can hold are not in conflict with skilled labour from Southern Canada, as is the case with the males.

The 'Ice Worms' present the most striking and interesting example of this phenomenon. The 'Ice Worms' is the name of a sorority-like association, involving white nurses and native girls hired as nursing aides, and as other hospital help. Most live in the comparatively luxurious hospital residence at low rents. Secret 'initiation rites' are involved, and a softball team is supported. Native girls in the 'Ice Worms' are seen frequently with white males (predominately Navy men), and rarely with native boys. They do most of their drinking in the cocktail lounge of the Mackenzie Hotel, rather than in the beer parlour with the rest of the native people. Less sophisticated girls envy them, but of course also resent them as members of a clique.

Clairmont's statement (1963: 7-11) concerning rejection of native males as mates, and infrequent and late marriages for the girls, holds true, according to my observations. Several girls told me that they wanted to marry white men, especially Navy boys. The attitude towards native boys is neatly expressed by one girl's response,

¹ As a graphic example of this, I had an occasion to watch Eskimo women butcher and dry whale meat on Kendall Island. This appeared to be no mean task.

"We look upon them as little brothers." At a dance, I saw an Indian boy attempt to speak to a Métis girl. She replied, "Get away from me; you can't even speak English right."

This rejection of native males, and the valuing of transient white males, results in a situation of mutual exploitation between the transients and the girls. The girls will go so far as to seek out Navy men, construction and barge workers (both single and married¹), gaining presents from them, most notably in the form of beer. Generally speaking, the girls do not profit in the long run from this mutual sexual exploitation. Many of them are burdened with illegitimate children and contract venereal diseases which are especially prevalent.² Very few of the transients marry native girls.

Surprisingly, the young native males rarely show direct resentment or aggression towards the transients. More often, resentment is indirect, as expressed in this sort of statement, "What the hell do they need all of those sailors for? Where is their ship?" Complaints about the native girls come more often from the older people, who sometimes severely chastize them, even to the point of de-emphasizing the role taken by the transient males.

2.5 INUVIK'S SETTLEMENT PATTERNS

As Mailhot (I. p. 1) points out, the division into 'serviced' versus 'unserviced' areas of town strongly structures the social organization of Inuvik. She further suggests that Inuvik is not a single community, but two communities with differing interests.

There is a shortage of housing at both ends of town, and priority for serviced housing is given to transients. It is argued, with some validity no doubt, that transients can be attracted north only if they are assured the comforts of southern Canada. These services include furnished apartments and housing units at low rents. These are attached to the utilidor system, which consists of running water and a sewage system, enclosed in insulating materials and raised above the ground. Furthermore, many of the transients have rations allowances, permitting them to buy food at wholesale prices from Edmonton outlets.

Most of the facilities used by all of the town's residents (churches, the theatre, hospital, the stores, etc.) are hooked onto the utilidor system, and therefore concentrated mainly in the transient end of town. During the summer of 1966, there was a controversy over the proposed site of the Y.W.C.A. residence for women. The approved location was well within the serviced area. However, the residence was meant primarily for young native girls, to ease the situation of over-crowding in the unserviced area, and to assure the girls better living conditions. Some of the girls objected to the proposed site, asking that the building be placed near the unserviced or native section, where they felt more at ease being near friends and relatives. They started a petition to gain support for their own proposal.

Because the native component consists largely of unskilled people without government jobs, it occupies the unserviced and overcrowded section of town. Here, dwelling units consist of a few arctic-adapted ranch-style houses, of '512's' (prefabricated homes with floor spaces of 512 square feet), of welfare cabins, and of some tarpaper shacks. Few of the occupants have rations allowances, and all must pay heavy oil, water, and electric bills. Sanitary facilities are primitive in comparison with the serviced area. Sewage is disposed of at scattered stations, in the same structures where water also can be obtained in buckets. The absence of a utilidor system in the unserviced area symbolizes racial discrimination for many Northerners.

During June, 1966, there were 414 Eskimos, 130 Indians, and 288 'Others' (a large percentage being Métis and people of Eskimo-white intermixtures) living in the unserviced area.³ Within the unserviced area, ethnic clustering is not rigid. However, taking this region block by block, we find a few interesting clusterings (both ethnic and social) which reflect some common-interest groupings and greater frequency of social interaction. Overlap is much greater within this region than is the overlap of interests between the serviced and unserviced ends of town.

¹ One of the most popular songs among native girls is a Country and Western Song entitled, "Married men who think they are single... Have broke many a poor girl's heart."

² A local health officer informed me that the venereal disease cycle can be neatly traced to the arrival of the barges during the spring ice break-up. By mid-winter the disease is usually under control.

³ Taken from the census data, compiled from the Housing Survey done by the Industrial Division, Department of Indian Affairs and Northern Development.

Taken block by block the distribution of household heads showing ethnic origin and other social characteristics looks like this:

- (i) 'Co-op Hill' (Block 32) is located on a rise of land in the northeast section of Inuvik. Houses are ranch-style. Sixteen Eskimo and one 'Other' households are located on the hill. All but five are *Pentecostal*. The majority of the town's *Pentecostals* live on the Hill, and they constitute the highest of Northerner sub-groupings. One of the *Pentecostals* and four of the rest are very prominent in community affairs, providing the bulk of the native leadership and overlap of community interest with the serviced end of town (Town Advisory Committee, Community Council etc.).
- (ii) Two blocks (14 and 19) consisting entirely of 'Others' (ten households) living in 512's near the serviced end of town. Most of these people are rather prominent in the commercial and political affairs of the town.
- (iii) A large number of blocks that are ethnically mixed, with '512's' being the predominant house type.

| | <u>Indians</u> | <u>Eskimos</u> | <u>Others</u> |
|----------|----------------|----------------|---------------|
| Block 1 | — | — | 3 |
| Block 2 | 1 | — | 2 |
| Block 4 | 1 | 3 | 7 |
| Block 5 | 2 | 2 | 4 |
| Block 6 | 2 | 1 | 2 |
| Block 8 | 2 | 6 | 9 |
| Block 9 | — | 6 | 3 |
| Block 10 | — | 4 | 1 |
| Block 11 | 1 | 1 | 12 |
| Block 12 | 1 | 6 | 3 |
| Block 13 | 2 | 3 | 4 |

- (iv) There are two areas of government-owned welfare housing. One (Block 17) is located at the center of the unserved area, the log-cabin being the standard house type. There are 19 Eskimo and 2 'Other' households.

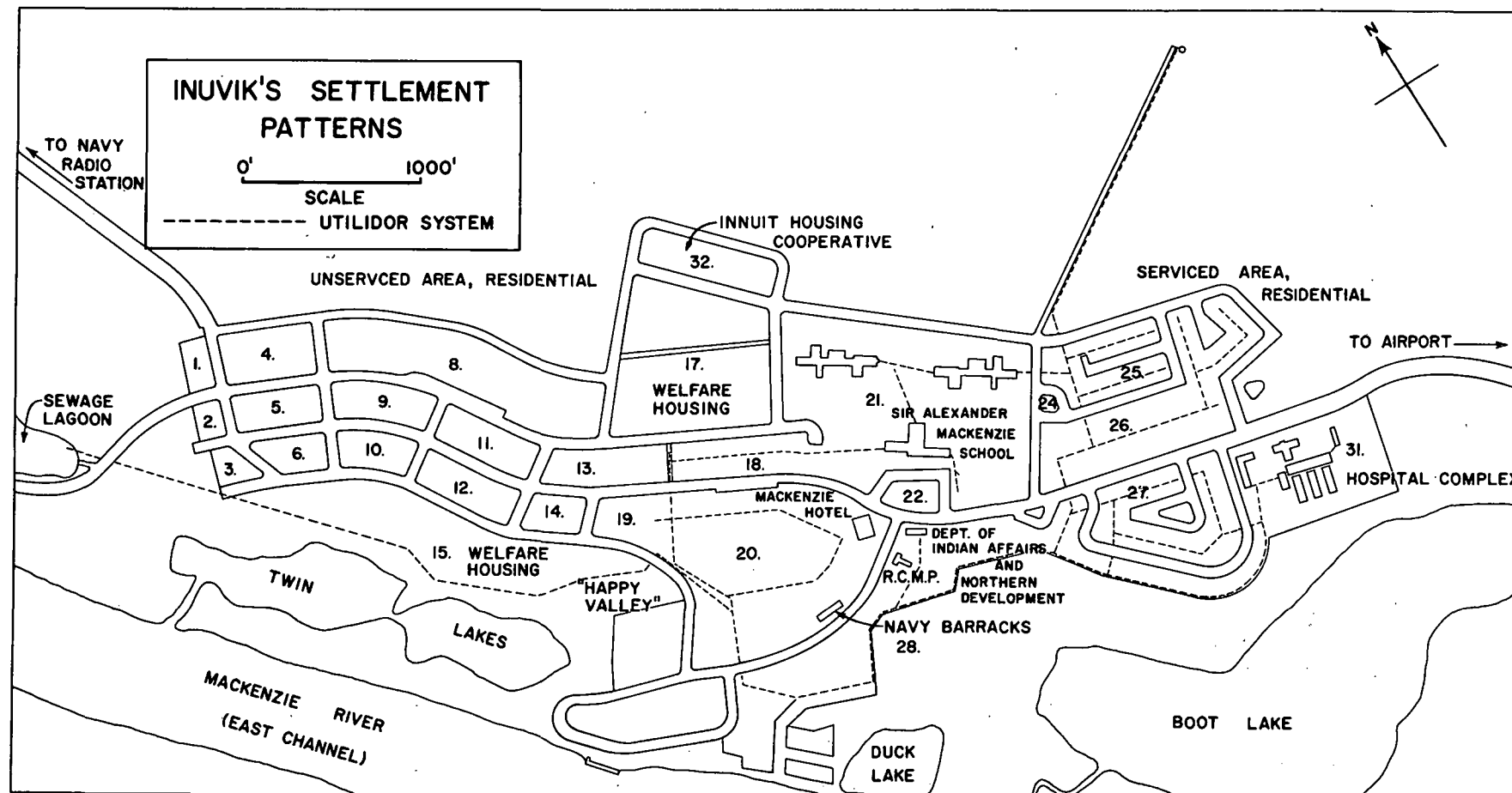
A second welfare area of prefabricated cabins is located below Franklin Street near the waterfront. The population of this area is temporary. At the time of the survey, it consisted of 3 Eskimo, 2 'Other', and 5 Indian households.

- (v) 'Happy Valley' is located near the waterfront in the vicinity of Twin-Lakes. In the summer of 1966, it was occupied by four households of migrant Indian workers from Arctic Red River, living in temporary tar-paper shacks.
- (iv) The waterfront is occupied by bush-oriented Eskimos in their short visits to Inuvik. During the summer of 1966, the number of tents in this area varied from 2 to 6.

2.6 SOCIAL STRATIFICATION

Social stratification among Northerners is difficult to assess. One runs the risk of applying southern Canadian criteria, based largely on material symbols of success. The desire for material acquisitions and high status seems to be low. However, some native individuals have gained respect and prominence for their occupational successes and roles as 'spokesmen' for native interests in formal organizations. Conversely, those able-bodied people who rely consistently on welfare are held in low-esteem. Yet these criteria for status are quite loose, and there is certainly no tight class-structuring among Northerners.

Although social stratification, within the Northerner grouping, is not of operational importance now, it will undoubtedly be so in the future. Very different attitudes towards education, success, and status will be transmitted to the children of steady job-holders from those handed down to the children of people consistently living on welfare and of the bush-oriented people.



Vallee (125) points out that at Baker Lake the local 'Kabloona' (whites) hold all of the important positions of power, and have the bulk of material wealth in contrast to the Eskimos. Yet this is not a true caste situation, since there are no rules denying Eskimos access to certain occupations, nor are there rules limiting marriages across ethnic lines.

For similar reasons, a true caste situation does not exist in Inuvik and the Delta as a whole. However, there are 'caste-like' feelings developing among members of the native population. Some people feel that they are being prevented from having free access to jobs and other benefits because they are native. One Indian told me, "I lost my job with the Geodetic Survey and they brought a white man in from the south to replace me. It's because I'm black, because I'm an Indian."

This distressing situation forecasts difficulties for integration within the Delta and certainly with regard to moving colonies of Indians and Eskimos south into the industrial cities of Canada (see Jenness: 166-183).

2.7 THE POTENTIAL OF NORTHERNER ASSOCIATIONS

The formal organizations of the native people of the Delta are somewhat weak. As the Honigmans noted at Frobisher Bay (Honigmann and Honigmann, 1965: 120) a 'vacuum of leadership', so a similar situation exists in Inuvik. Mailhot has reported the proliferation of southern middle class organizations and clubs in Inuvik (Mailhot Chapter II, Table 88). The membership and viable leadership in these organizations is essentially transient white. Native people are found in both the membership and executive lists of these organizations; but as Mailhot has pointed out, they constitute a small minority. They are spread throughout, and not concentrated in any one organization. Thus, the potential for native leadership is spread too thinly for any effective action toward attaining power, and even those organizations which have predominately native memberships suffer from a lack of concentrated attention.

Four organizations will be discussed: Ing-a-mo, the Inuit Housing Cooperative, Advisory Committees, and the Loucheux Band Councils.

2.71 Ing - A - Mo.

Ing-a-mo, the year-old native recreation organization is still in the formative stages, in spite of a sharp rise in membership (presently 256, compared to 51 in the summer of 1965). The effective leadership, before the summer of 1966, was carried out by two white civil servants of 'Northerner' inclinations. However, both these men have been subsequently transferred to other settlements. This winter (1966-67) should reveal whether a native response will meet the challenge of the 'leadership vacuum.' The potential is there, but as previously noted, it is diffuse.

Ing-a-mo was formed with the more traditional native culture in mind, and with a focus on the older people. Ing-a-mo Hall was to be a place where Eskimo drum dances, Loucheux 'tea dances,' and story-telling sessions were to be organized. However, the old people have not responded as hoped. Up until now, Ing-a-mo Hall has been primarily a centre for teen-age dances. The facilities were shut down briefly last summer by the executive because of complaints of drunken rowdiness. During the summer, Ing-a-mo conducted a few playground activities for children. Also, the newly formed 'Inuvik Drummers' (Eskimo Drum Dancers) were planning to use the facilities. Plans have been made to expand the building facilities and the recreation lounges.

Ing-a-mo is far from realizing its full potential. Aside from its primary role as a recreational center, it could serve as an educational outlet in helping new migrants adjust to town life. Most important of all, it is a potential training ground for Northerner leadership and could provide for the emergence of Northerners as an effective power group.

2.72 The InnuIt Housing Co-Operative

In some ways, the InnuIt Housing Co-operative, predominantly Eskimo, can be considered the most successful example of Northerner assimilation to Canadian town life. Seventeen modern houses have been completed, all but one owned by Eskimos. However, the organization is running into some difficulties. Since Mailhot's investigations, there have been no further additions of native-owned or occupied houses. During the summer of 1966, three houses were being constructed, but all of these were being built by whites who had decided to settle in the North. Furthermore, two of the houses were not on 'Co-op Hill,' but were plugged into the utilidor system at great private expense.

So far, no more native people have recently shown much interest in building Co-op Houses. Enthusiasm within the organization has waned since the original spurt of building activity took up so much time. As a result, the executive has found it difficult to organize the group into buying secondary materials and into constructing further interior work. Also, since the building of the houses was expensive, many of the members are deeply in debt, finding it difficult to buy much in the way of furniture and appliances.

2.73 Advisory Committees

The Advisory Committees in settlements in the Delta assist the government in the administration of the settlements. They are usually made up of elected and appointed local people. Advisory Committees are becoming important in that they are considered to be training activities for future self-government in the Territories. Each community in the Delta, except for Reindeer Station and Arctic Red River (where the Loucheux Band Council fills this role), has an Advisory Committee. The following table indicates the ethnic backgrounds of the Advisory Committees in the various Delta settlements.

TABLE III

| | <u>Indian</u> | <u>Eskimo</u> | <u>White</u> | <u>Métis</u> |
|---------------|---------------|---------------|--------------|--------------|
| Inuvik | — | 1 | 4 | 1 |
| Aklavik | 1 | — | 3 | 2 |
| Ft. McPherson | 3 | — | 3 | 1 |
| Tuktoyaktuk | — | 4 | — | — |

Ethnic Composition of Settlement Advisory Committees in the Inuvik Region.

The Inuvik Advisory Committee consists of six members with voting powers, with the area administrator acting as secretary. All but one member reside in the unserved area. However, the exception is a Northerner of long standing. 'Bonafide' native membership in the Inuvik Committee is low in comparison with the other settlements, but the orientations and interests of the Inuvik Committee are Northern.

On April 12, 1967, Inuvik is to be granted true village status, with a village council which will gain greater powers, and also more responsibility. Other settlements have rejected village status because they feel that the advantages of increased self-government do not offset the burdens of increased taxation.

One of the options of control and financing that a village council has is the responsibility for sewage and water facilities. Of course, in Inuvik, the greatest expense in this regard would be the maintenance of the utilidor system, which benefits only the non-permanent population of the town. It was decided at a committee meeting

to leave this responsibility with the government, but with the option of the village's taking over responsibility later (presumably when the utilidor system is extended through the whole settlement).

Advisory Committees have the advantage of providing training for self-government in the Territories. They also help to maintain some continuity of administration in the settlements in view of the fact that there is a considerable turn-over of government personnel. The members of these committees are able to inform new civil servants of both individual and community needs.

2.74 Loucheux Band Councils

Inuvik does not have an Indian band council, but the Loucheux residents of that settlement fall under the indirect jurisdiction of the Arctic Red River, Fort McPherson, and Aklavik Band Councils of the Aklavik Agency. In 1921, treaties were signed with the Loucheux people forming the Arctic Red River and Fort McPherson Bands. As a result, the Canadian government received rights to the lands of the Loucheux. Band councils were formed with elected councillors and chiefs. Annual treaty payments were given in the form of \$25 per chief, \$15 per councillor, and \$5 per band member, plus ammunition and fishing allowances (Slobodin, 1962: 40).

Some feel that the roles of the band councils are becoming obsolete today. As there are no reservations in the Territories, the responsibilities of village jurisdiction are minimal. This function has been taken by the government with the assistance of local Advisory Committees. The band councils have some say in the administration of the Indian Housing Programme and in Treaty payments. However, with reference to the latter, many Loucheux feel that these payments are useless, since they were determined by 1921 costs of living. Also, local interest in council functioning tends to be low. Probably in the future, band councils will continue to decrease in importance and Advisory Committees will become increasingly significant.

The recent amalgamation of the Department of Northern Affairs and National Resources with the Indian Affairs Branch of the Department of Citizenship and Immigration has created a great deal of optimism among the Loucheux chiefs and councillors. Now Indians and Eskimos will come under the jurisdiction of the same Department (Indian Affairs and Northern Development). Because of this, the Loucheux feel that the discrepancies in benefits (welfare and housing), formerly to the advantage of the Eskimos, will be eliminated.

3.0 INDIVIDUAL AND COMMUNITY PROBLEMS

3.1 HEAVY DRINKING AS INUVIK'S 'NUMBER ONE' SOCIAL PROBLEM

There can be little doubt but that heavy drinking presents the most serious adjustment problem confronting Northerner townspeople. Campaigns (largely futile) are constantly being directed against drinking by the local churches and the town's newspaper. The greater part of the local R.C.M.P. contingent's activities is directed toward misdemeanours arising from intoxication.

As has been stated, few native people drink in the cocktail lounge of the Mackenzie Hotel, since this is primarily a white man's bar. Those who do drink there on occasion feel rather ill-at-ease, and are usually evicted at the first signs of intoxication. The management seems to have a covert policy of discouraging native drinking there, both by the high price of beer, and by a cold and no-nonsense attitude towards native clientele.

Instead, most native drinking is done in the beer parlour (or the 'zoo'), which is about the only consistent source of native public entertainment. This applies by vicarious extension to the under-age youths who linger on the front porch hoping to take part in the excitement that results from the adults' drinking. Inside, the bar is normally crowded with Indians, Eskimos, and Métis of both sexes, plus male transient construction workers, and an occasional young enlisted Navy man. Friday and Saturday nights, plus the often unscheduled days when long over-due government paychecks arrive, are the times when the drinking is heaviest. Waiters frequently cut off those who have had too much. This usually results in much hassling and protest, but the recalcitrant customer eventually complies with eviction force and retreats to the porch, where he may wait for an opportunity to return. When drinking is heavy, the stage is set for combustible behaviour.

If an individual fight starts, hostilities may flare quickly, stimulating further fights among other drinkers. One uproar I observed involved fifteen people (ten of whom were transient workers). Originally, the fight involved only two people, but others joined, ostensibly to help end the fight, and then found themselves fully involved.

At closing time, many of the bar's patrons arrange private parties in the unserved end of town. Cases of beer are bought over the counter, and the customers then mingle on the porch, waiting for taxis to take them home.

Although heavy drinking can be attributed to a general 'frontier atmosphere,' and the search for good companionship, motivations and causes go much deeper. It is certainly clear that drinking is done for an explicit purpose, to reach a state of euphoria. Responses to my question, "Why do you drink?" included, "To get drunk," "Because when I drink, I feel good", "When I drink, I'm not scared of anybody, including the Mounties."

Underlying this seeking of the solaces of inebriation, are anxieties due to unfavourable conditions arising from the urban setting of Inuvik. Some people, in ascribing motivations to others, say that it is because of "generalized depression", that they feel they "could have been 'somebody' but are 'nobody.'" Therefore, depression, self-dissatisfaction, anomie, and economic frustration present valid explanations for certain group and personal aspects of the drinking (Clairmont, 1962 and 1963).

Also, the prevalence of excess drinking can be partly explained by the persistence of the bush theme of indulgence in consumption. In the bush, when food was plentiful, it was quickly consumed, since the future might not bring such plenty. This also applied to drinking behaviour before the arrival of licensed outlets. One Eskimo, who no longer drinks, told me: "When we used to have home-brew parties, there had to be more than one bottle; otherwise it was not worth our while, since the party would end too quickly." A rather prominent Aklavik Indian me, "When I have booze, I drink it all up, and I don't drink it slowly like white people. I damn well intend to go on drinking this way."

Whatever the causes and motivations, few native people ignore the heavy social costs involved. Social cost implies the sacrifice of certain values in order to satisfy those values associated with drinking, hurting both the individual and the society (Lemert: 367). Many native people in Inuvik very definitely relate the basic causes of their problems to their inability to avoid the Mackenzie Hotel and the Territorial liquor store.

Too, the economic cost is high for the liquor, and for the consequences of excessive consumption. Beer sells for 60 cents a bottle, one of the highest prices in Canada. Beer parties outside of the hotel are usually not planned. As a result, the usual pattern is to buy a case of two dozen bottles over the counter of the bar at \$12.00, rather than at the liquor store, where the price would be \$7.50. Obviously, economic frustration is compounded by these costs.

For example, one bush-oriented Eskimo told me of a schooner which he wanted to buy, costing \$800, and which he felt would be invaluable to him. But he said that he could not purchase it because he had spent too much on liquor. A young town Eskimo felt that he made a very good salary (\$2.50 an hour) but complained that he could not make better use of his money because he could not resist beer.

The sharing ethic holds most strongly in relation to drinking. Those holding steady jobs treat the unemployed. This is reciprocated when the others have the cash. In one sense, this custom can be considered as having positive social value, since it does help to cement social bonds through exchange. Yet many steady job-holders, trying to save money or to pay off debts, complained about this; but they find it difficult to avoid the 'obligation.' Furthermore, these steady job-holders find it necessary either to drink in small groups or to abstain altogether, because many of the local whites tend to equate a 'good' or 'progressive' native with an abstainer. This causes additional converse difficulties, since the steady ones are limited in their good fellowship with the drinking natives, and are often considered 'snobs' by the latter.

Most serious of all, the family suffers from heavy drinking. It is reported that family allowances and welfare payments are sometimes used for the purchase of liquor, with the undernourishment of children often resulting. Furthermore, trouble with the police seems almost entirely associated with drinking, through fights and the theft of liquor, and of money for its purchase.

How do some native people solve their drinking problems? One Eskimo returned to the bush several years ago because he felt that this was the only way that he could escape the hotel, the liquor store, and the associated problems. Others are able to abstain through their membership in the Pentecostal church, which has very strict taboos against drinking. However, very few have been able to solve the problem of heavy drinking through individual self-discipline. It is obvious that liquor has to be absent, or there has to be strong social support for abstinence, since the social milieu of drinking is very hard for native people to avoid. In their frustration, several people told me that they wished the Hotel would burn down so they would not be able to drink anymore. Furthermore, many are confused about the liquor laws, and cannot identify with the morality supporting them. "The white man brought us booze, and then he turns around and arrests us for drinking it. It's not fair."

Although it has been pointed out that not all Northerners are heavy drinkers, heavy drinking is certainly the most dominant problem, and ultimately affects all the residents of Inuvik.

3.2 MARGINALITY

This section will discuss certain variables impinging from the outside that place individuals of the Northern population in marginal positions. For the purposes of this report, a marginal position is defined as a situation which makes it difficult for an individual to interact consistently with any one group, in that he has some but not all of the qualifications for membership, some lack almost always negating complete acceptancy by any of these groups. This usually results in the marginal person having an ambivalent, if not hostile attitude towards the values of one or all of these groups.

There are, of course, people who have full criteria for membership in a specific group, but who are ostensibly rejected by that grouping because of certain personality attributes, or because of acts committed that are not group-approved. These individual attributes will not be discussed in this report. What will be emphasized are those conditions which create marginality situations for certain people as a result of recent contact and rapid culture change, in other words, the effect of white and southern Canadian culture upon Northerners.

In the town of Inuvik, there are the pulls of the bush versus the ties of the town that place people in a marginal position. This applies to steady job-holders who very often long for the freedom of the bush to which they realize they cannot return. Their association with relatives and friends, living either temporarily in the town or in the bush, has lessened. Some of these people run the risk of being victims of gossip, because of their closer ties with white transients. Of course, although there is a fair amount of friendly interaction with white transients in formal organizations, interaction is largely limited to this sphere.

Others can be placed in marginal positions for the opposite reasons. I spoke to several young men who had come in from the bush and tried to take up wage-labour. They found it difficult to keep jobs, since they were frequently absent. Also, they did not like the kinds of manual work to which they were assigned, and they longed for

the autonomy of the bush. Most of them would linger around town, staying with one relative and then another, borrowing money and spending much time in the beer parlour. After a while many of the towns-people would begin to tire of their presence, especially if it did not seem likely that they would ever be able to repay their debts. Several of these young men told me that they were quite worried about their futures, since they lacked education. They felt that trapping was not a very secure way to make a living, that it held little if any future promise.

The most serious cases of marginality are often evident among those with a mixed racial heritage. Several people I know, living Eskimo bush roles, possess strikingly Caucasoid features. These people are frequently teased and on occasion called "Danig" (derogatory Eskimo term for "white man"). Other legally designated Indians and Eskimos with Caucasoid features frequently find it difficult to know with which group they should interact, often vacillating uncertainly between the Native and the white. This is especially true of younger natives who have spent the early years of their life in the bush, but then were later isolated from it in school hostels. I remember an occasion when one of these people was talking with some old native friends. One of the latter said, "Why don't you see us any more? You spend all of your time with the white people now." It is from people put in such marginal positions that one most often hears bitter remarks about white people, and how "they have ruined the North."

Young unmarried girls with children are the objects of gossip and ridicule by the native community. This is a comparatively recent phenomenon. At one time, especially with three-generation families, these children would easily have been accepted into the girls' families. This still occurs to a certain extent, but there is a growing stigma against illegitimacy, possibly as the result of an incorporation of Canadian middle-class values. Many of these girls at present live alone with their children, often considering themselves social outcasts, since their chances now for marriage seem quite slim.

Many of these factors, as illustrated above, may affect a single individual, and may place him simultaneously in several positions of marginality. Obviously, this results in a great deal of mental suffering, which in turn contributes materially to instability, both individual and social.

3.3 NATIVE RELATIONS WITH WHITE TRANSIENTS

The intensity of native interaction with transients is highest with seasonal construction workers. Since the greater part of native wage-labour is in construction and other manual labour jobs, this is natural. These job associations are continued on into the evenings in the beer parlour of the Mackenzie Hotel, at parties in the bunk-houses, and in homes in the unserved end of town.

On the other hand, native interaction is minimal with transient white collar workers and agents of government who dominate the town, drinking at the cocktail lounge of the hotel and at private parties in the serviced end of town. There is inter-ethnic interaction on the job, but even here it is more often than not of an indirect nature, through directives delivered first to foremen. Some natives have more to do with these people through the formal organizations and clubs of the town. But, as was noted in the section on formal organizations, these contacts are limited in number.

This situation limits the range of behavioural models for individual native people to draw from in learning about European-Canadian culture. Because of more common interests, the native person is drawn to a working class culture in his daily activities. Interaction is low with the bureaucratic culture of the civil servant because the degree of common interest is presently low.

It is difficult to assess the quality of behaviour learned by the native people from the construction workers. Elements of culture introduced (or at least reinforced) by the construction workers include manual and technical job skills, perhaps certain aspects of material culture, country and western music, pulp magazines, and possibly certain aspects of drinking behaviour, etc. It would be impossible to attribute positive or negative values to these elements without careful and more extended research.

However, since these workers are for the most part transient, and do not have a permanent stake in the North, there is quite naturally no conscious effort on their part purposely to help direct change for the Northern people. Furthermore, since these men come up for a short time only, they rarely bring their wives, and the culture they introduce is that of single working-class males.

There are a few people, not having manual labour occupations, who interact frequently with native people. These include a young doctor, an R.C.M.P. corporal, a few teachers, the editor of the local newspaper, and a few civil servants. Some of these attempt to champion the natives' rights through petitions, the writing of articles, and letters to members of Parliament. As yet, these activist efforts have had little effect, either through establishing reforms or in inducing native interest and participation. Those that gain the most respect from native people seem to achieve the most effectiveness through informal discussions which attempt to show the natives a wide range of alternatives and their probable outcomes, and by explaining values that are associated with Canadian town life.

Little can be said about this topic at this time because of the lack of intensive research. But it is certainly obvious that the make-up of the transient population strongly affects the nature of social change in Inuvik.

4.0 SUMMARY AND CONCLUSIONS

Ethnic factors alone no longer have primary importance in determining the nature of social interaction, or in the defining of tight groupings in the Delta. Faced with the growing threat of dominant southern transients assuming positions of power, Eskimos, Indians, Métis, and long-time white residents are realizing that they all have interests in common. The 'Northerner' category has arisen as a response to this threat and as an opposition to the 'Southerner' category. Style of life has therefore become more important in determining social groupings. The Northerner town life style is akin to a working class one, in which Indians, Eskimos, Métis, and some descendants of white trappers merge together as subordinate in status and socio-economic position to the dominating Southerners. As yet, the Northerner category has not jelled into a grouping powerful enough to counteract Southerner dominance and power. Social stratification within the Northerner population at present is of minimal importance; but it will probably become of increasing significance in the future as differential attitudes towards success, status, and education are transferred to the younger generation.

There are several factors which tend to work against the achieving of a more rapid and successful acculturation of the Northerner population to the new town situation. Among these factors are some that have come in from the outside, and some which have resulted from the structuring of Inuvik. These include the economic, educational, job-skill, and housing lacks which affect the natives, and put them to such disadvantage vis-a-vis the white transients. Other conditions inherent in the former bush culture retard adaptation to the town. These include the sharing and consumption ethics, and a derogatory attitude towards conspicuous status-seeking.

An attempt has been made to demonstrate that the crux of these problems lies with the generation 25-50 years old. These people were raised in a bush milieu with bush values. However, they are now operating in a Euro-Canadian town-setting where these values seem detrimental in nature, at least to initial economic success. Their problems and attitudes are being naturally transferred to their children. It is naive to think that the problems will be solved in the future by considering the children as 'clean slates,' or that their education in the school and hostels will prepare them with job-skills and middle class attitudes.

A further problem is brought about by the more rapid acculturation of young women, resulting in heavy social costs accumulating from the sexual exploitation of these women by the whites, and by the virtual rejection on the women's part of native males as mates. Heavy drinking is the predominant problem in Inuvik. Heavy social and economic costs are apparent, affecting even the non-drinker.

Finally, numerous conflicting pulls act adversely upon individuals. These include 'caste feelings,' conflicts over style of life, mixed ancestries, and gossip brought about by changed values. These pulls bring about marginal situations and attendant mental anguish.

In conclusion, it may be stated that there is a great deal of room for further native adaptation to the Inuvik town culture. Inuvik's existence is still artificial, because of the fact that change was directed without foresighted planning, and the town itself does not blend well with the Northern culture. Also, because of the nature of the social structure of contact, the native population is largely restricted to one element of Canadian culture, that of the working class. This in turn narrows the range of possibilities in the selection of Canadian culture. In the future, many of these problems may be solved if the Northerner grouping becomes more powerful, and its members develop a greater awareness and pride in their identity, realizing that they have the most realistic and permanent stake in the North. This will be enhanced if organizations with Northern interests such as Ing-a-mo and the Advisory Committees become more powerful.

The following section presents recommendations of both a specific and a general nature that might possibly alleviate some of the problems of Inuvik and the Delta.

5.0 RECOMMENDATIONS

Social change in the Mackenzie Delta has been largely directed, rather than undirected. This is so since the crucial and most obvious set of changes is focused around the construction of Inuvik, a planned town. Because of this fact, the native people of the Delta were exposed to a town setting, which thrives in the southern part of Canada. The evidence supports Fried's contentions that there has not been enough time for these natives either to assimilate successfully the behaviour patterns and values which are characteristic of Canadian town life, or to initiate the innovation of a new set of values to which they could more fully adapt and which would meet their own needs and wants (see Fried: 94 and Introduction, page 2).

To be sure, there has been adaptation in respects. A native person can achieve a living by relying on part-time manual jobs, supplemented by relief payments. He can spend part of the time in the bush, part in the town. He can spend a great deal of time in the Mackenzie Hotel, enjoying the company of his friends. But, as the ethnographic sections of this report should have indicated, there is a great deal of general unhappiness contributing to mental and social instability. The native people are unsure of their personal futures, the futures of their children, and of native people as a whole. If the trend continues, they may come to see themselves as a 'caste,' unfavoured by education, missing out on economic benefits, and generally lacking in opportunities.

As a general policy recommendation, it is important that any future changes or policies be made with the idea of maximizing the range of choice available to the native person, that he can be prepared to make more decisions himself, that the means for making the choices are fully available to him, and that he is fully aware of the consequences.

At present, Northerners think of the Department of Indian Affairs and Northern Development as the agency of a colonial power, with its basis of control in a distant office in Ottawa. Having this attitude, they quite naturally resent many of the government's directives, even though these may be well-intentioned. If only for the sake of good-will, it would be best to dispel the image of the government as a colonial power within its own national boundaries. Positive steps have been taken with the growing powers of the Territorial legislature. As a general policy, then, steps should be taken to maximize the range of choice offered to the Territories' native people. This would pay off in two ways. Northerners would be able to create a more realistic adaptation to the now very artificial setting of Inuvik; and internationally, Canada would gain greatly in prestige.

A set of recommendations will now be presented. They have been formed with the above general philosophy in mind, and attempt to relate to the ethnographic section of this report (sections 1 to 4). Some of these will suggest specific governmental policies; others will be of a more general nature. It is fully realized that some may not be realistic for perfectly valid administrative reasons (e.g., present policy guide-lines, financial considerations, etc.), or for other reasons presently unforeseen by the author.

RECOMMENDATIONS

1. An intensive adult education program in Inuvik, stressing the values that accompany town life, should be established. Goal-orientation should be stressed. The program should not be massive in nature, and should be separate from the regular program at the Sir Alexander Mackenzie School; that is, it should be adult in format and include only adults. The teacher-student relationships should be very personal. It is my belief that the only way of assuring the successful adaptation of the children is through reinforcement by the adults at home (see sections 2.22 and 2.3).
2. The Delta Trappers' Association should receive the encouragement and possible financial support of the Delta. At present, the Association is rather dormant, but there has been renewed interest among the native population. The Association could provide a means of better equipping those already on the land, and possibly of rehabilitating a few in the town who are temperamentally more suited to trapping and bush life, but who are inhibited by lack of equipment (see sections 2.2, 2.3, and 3.2).
3. A summer's work program for teen-age native males, held in their home settlements under native leadership, could be instituted. Wages, in whole or in part, could be paid by the government. The program might be similar to

the highly successful Civilian Conservation Corps of the United States, active during the depression era. Work might be oriented to the concept of a community (e.g., building roads, clean-up projects,). This might be a means of insuring a continuity of the education received in the winter time at the schools. This recommendation was made to me by an Eskimo citizen of Aklavik (see section 2.33).

4. A concentrated study of the welfare program, with the view of eventually increasing the margin between welfare payments and wage-labour so that the pay-off of wage-labour would be more realistic, is very much in order. A serious problem is that many children are being brought up in a 'welfare culture,' and consequently may not be fully capable of adapting to a wider range of activities as adults (see section 2.2).

5. An examination of the current practices of hiring administratively capable natives should be undertaken. There is the possibility that some could be voluntarily transferred to other parts of the Arctic and sub-Arctic where they would not be in such anxiety-promoting relationships with kinsmen and friends, but would still have the advantage of being natives dealing with natives (see section 2.2).

6. Cooperation with the Navy and the Hudson's Bay establishments in training and in making more use of native labour should be initiated. Considering the size of these establishments, their present employment of locals is minimal.

7. Potential native leaders should be encouraged to concentrate their efforts in native organizations rather than in white-oriented and white-dominated clubs and organizations (see section 2.7).

8. Possibly band and disc numbers should be abandoned. They could be effectively replaced by Social Security numbers. This recommendation may not be crucial, but I found that some natives found these designations offensive, in that they implied discrimination and a lower status. Apparently, in the case of band numbers, they are useful in the payment of treaty benefits to the Loucheux Indians. A specific solution should be sought in consultation with the band chiefs and councils.

9. With reference to the amalgamation of the Department of Northern Affairs and National Resources with the Indian Affairs Branch of the Department of Citizenship and Immigration, it is highly advisable that the new Department should quickly eliminate the discrepancies between Indian and Eskimo administration (e.g., the handling of housing and welfare benefits). This is recommended since it was found that the Loucheux are highly optimistic over the establishing of the new Department. The failure to capitalize on this for future and continuing good faith and cooperation would be regrettable (see section 2.74).

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