851-4-300 Part 1 [B]

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DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

P. A.

TO: Dr. Percy Moore,
Director, Indian & Northern Health Services

YOUR FILE:
DATED:
OUR FILE: 435-6-1

FROM: Director of Health Services

DATE: Dec. 22/59

SUBJECT: "Mental Health in the North" - Dr. John S. Willis.

Attached are copies of letters received from Dr. C. H. Pottle, Superintendent, Hospital for Mental and Nervous Diseases, St. John's, Newfoundland, and Dr. F. S. Lawson, Director, Psychiatric Services Branch, Regina, Saskatchewan.

As you know, Dr. Willis's report on "Mental Health in the North" was forwarded to the members of the Advisory Committee on Mental Health.

I thought you would like to pass these on to Dr. Willis.

K. C. Charron

K. C. Charron, M.D.,
Director of Health Services

Att.

N.H. & W. 2

C O P Y

PROVINCE OF SASKATCHEWAN
Department of Public Health
Regina
Provincial Health & Welfare Building

December 15, 1959.

435-6-1

Dr. K.C. Charron,
Director of Health Services,
Department of National Health & Welfare,
Ottawa, Ontario.

Dear Dr. Charron:

I have read with interest "Mental Health in the North". I am not really qualified to make any constructive comment since I have never been north of Yellowknife.

However, I wonder if there is a great deal of difference between the factors influencing mental health in the north and those affecting the isolated person in a northern prairie situation or the person in a village in the same area.

The prepared document portrays the situation of the individual isolated with two or three others and also discusses a hamlet or village type of living. The former situation presents a problem in which the items of the Hudson's Bay Company appraisal form are extremely important. I would change their order of importance to (iii), (vi), (i), (ii), (iv), (v). In the latter case the same factors apply but acceptance of a person through formal appraisal could be at a lower level since the individual is less important in a larger group.

Do we not make a mistake in thinking of the north as a separate entity? I can see little difference between a few miles south of the northern boundary of Saskatchewan and a few miles north of this line.

Yours very truly,

F. S. Lawson, M.D.,
Director,
Psychiatric Services Branch.

COPY

Your File No. 435-6-1

DEPARTMENT OF HEALTH
St. John's, Newfoundland
Hospital for Mental and Nervous Diseases

December 11, 1959

Dr. K. C. Charron,
Director of Health Services,
Department of National Health & Welfare,
Ottawa, Ontario.

Re: Mental Health in the North

Dear Dr. Charron:

This is to acknowledge your memo of November 25, 1959 and the enclosed document on the above topic. I have read this brief and find it most interesting. It points up an aspect of Mental Health which, to our knowledge, our specialty has given very little consideration. Consequently, my reading it opened up a fairly new field of thought.

It is only fair to say that I cannot express any expert opinion about this brief. I feel certain that I learned a lot from reading it and my lay opinion would be that Dr. Willis has done a very good job of summarizing what has been written and expresses very frank opinions on the basis of his own experience. I was particularly interested in Chapter 5, and it seems to me that a great deal of the comments and recommendations are most practical and that he talks about very sound psychiatric principles in a straightforward manner.

I think that this would be a very good brief for all psychiatrists to read, as well as people who are concerned with the recruitment and personnel work as it relates to prospective employees and settlers in the North. It might also be a very interesting topic to discuss briefly a t an Advisory Meeting or by a small nucleus committee.

Yours sincerely,

C.H. Pottle, M.D.,
Superintendent.

CHP/nc

Director,
Information Services Division
Attention..Mrs. Helen Marsh

1053-300 (050)

Director, Indian & Northern Health Services

December 21, 1959

"Mental Health in the North"

The manuscript which Mrs. Marsh attached to her memorandum to Doctor Willis of December 4, 1959, is returned. It seems entirely satisfactory to us except that we suggest that the words "department" and "departments" should be changed to read "agency" and "agencies", respectively.

P.E. Moore, M.D., D.P.H.

JSW/jm

MINUTES ON ATTACHED CORRESPONDENCE

1053-3-00 P.A.

File | Page

Subject Mental Health in the North

TO

H 50
21 DEC. 1959

M1

1. Mr. Baxter 'phoned and requested 50 copies of Mental Health for distribution to DOT field personnel. He wanted them immediately.

2. I felt it might prove embarrassing if DOT field staff received copies of this article and DNH&W field staff weren't even aware of its existence. I spoke to Doctor Procter about this, he agreed and said to wait for your return.

3. Mr. Baxter's office notified. We are to 'phone Mr. Baxter on Monday so he can send a messenger for these copies.

4. Mr. Baxter has sent copies to the Treasury Board and the Civil Service Commission. I hope our DM has seen it.

H 54
18 Dec. 59

M2

1. Request from Mr. J. K. Abbott (I have his correct address) for 30 copies for the next meeting of the Committee on Isolated Posts Regulations. To phone Miss Dermott 23302 after Jan. 4/60 for exact date of meeting.

H 54
18 Dec. 59

M3

H54B.

1. Mr. Abbott's copies should go but not Mr. Baxter's until we know what the DM wants done. I happen to know that Mr. Baxter is using this article as ammunition to get a better deal for his northern personnel. Mr. Abbott is a bit annoyed that the article is getting around so fast. Our answer to Mr. Baxter is that we haven't got enough copies printed (or did you happen to tell him we did have enough -- a perfectly natural thing to do?).

2. Meanwhile, I'll ask Dr. Moore what he wants done about Mr. Baxter's request.

H50
21 Dec 59

PLEASE USE THIS SIDE ONLY

University of Toronto
TORONTO 5, CANADA

SCHOOL OF SOCIAL WORK

P. A.

December 17, 1959

Department of National Health and
Welfare,
OTTAWA, Ontario.

Dear Sirs,

I would be most grateful if you could possibly forward a copy of the report entitled "Mental Health in the North" by John S. Willis, published in 1959 by the Indian and Northern Health Services.

Professor Hendry, Director of the School showed me a copy which he received as a member of the Advisory Committee on Mental Health, and I feel that it is such an excellent document that I would very much appreciate receiving a copy. I will be glad to pay any costs involved in meeting this request.

Yours truly,

John Farina

JF/ms

John Farina,
Assistant Professor.

M.

Deputy Minister of Health.

L. A.
1053-300 (050)

Director, Indian and Northern
Health Services.

December 16, 1959.

"Mental Health in the North"

Your consideration and approval are sought for ultimate publication and circulation to appropriate government departments of the attached article entitled "Mental Health in the North".

Prepared at the request of Mr. B. G. Sivertz because of concern over possible hazards to mental health if the new townsite of Frobisher Bay, N.W.T. were developed along tightly packed urban lines (to economize on public utility costs), the article has attracted considerable attention among senior officers who have been given advance draft copies for comment. Favourable comments have been received from Doctor J. E. Gilbert, Doctor Eric Davey, Doctor J. A. Hildes, Doctor R. G. Laidlaw, Mr. J. K. Abbott (Chairman of the Isolated Post Regulations Committee), Mr. J. R. Baxter (Director, Personnel and Administration, Department of Transport) and others.

It has been suggested that the article should be presented to the Civil Service Commission and possibly to officers of the Treasury Board since they are responsible for setting policy with respect to employment practices among the civil servants in the north who constitute a large segment of the population. Probably Mr. R. G. Robertson should be sent a copy.

Mr.

Mr. Preston and Doctor Davey are interested in seeing the subject explored in committee with personnel officers of other departments and perhaps in the Isolated Post Regulations Committee and would like to feel free to encourage further study using this document as a basis.

May we know your wishes and suggestions, please.

P. E. Moore, M.D., D.P.H.

Encl.
JSW/bb

MENTAL HEALTH IN THE NORTH

John S. Willis, M.D., D.P.H.,
General Superintendent
Northern Health Services

Indian and Northern Health Services,
1959

CONTENTS

MENTAL HEALTH IN THE NORTH

CHAPTER I

Introduction

1. The development of Canada's north poses many questions in the personnel management and town planning fields that obviously lead to questions in the mental health field.

2. How long should the "average" Canadian, brought from the south to the north to work, stay there on a single tour of duty? Is the Canadian who is willing to go to work in the north "average" in the first place? What kind of living conditions must be provided for him there? Should no expense be spared to duplicate for him the conditions to which he is accustomed in the south, or can he be persuaded that the north presents a wonderful challenge, the meeting of which makes it worth while living in a large wooden box perched amidst a vast bleak waste, minus the wide range of recreational facilities which in the south he takes for granted? Should his wife and children accompany him and if so, how can she be kept happy and they be given the opportunities for growth and development that most Canadians take for granted? What makes a man "bushed"; what is the etiology of this condition and how can it be prevented?

3. Apart from investigations done on behalf of the Armed Forces both in Canada and in Alaska, scarcely any research seems to have been done on the mental health problems of northern living. The paper by T. J. Boag entitled "The White Man in the Arctic" (8), with a page of comment by Sir Hubert Wilkins is well worth reading. The personnel selection and management experience of the Hudson's Bay Company Personnel and Arctic Divisions (12) is mentioned throughout this paper. The author is indebted to Dr. H. B. Sabean (13), Dr. H. A. Procter and Mr. R. A. J. Phillips for their useful criticisms and suggestions. No doubt the Russians have tackled these problems and it would indeed be interesting to find out their answers.

4. In planning new towns for the north, is the pattern of the past to be followed, producing a scattering of one or two storey wooden buildings, liberally spaced against the hazards of fire? This was what was done at Inuvik. The cost of providing all these carefully spaced buildings with power, water and a sewerage system, to say nothing of roads, telephones, garbage removal, etc. is tremendously high. It would be tempting to depart from what has been conventional in the north and build very compact towns of fireproof materials, perhaps putting each under a single roof. Distances for public utilities could be so shortened that estimated costs would probably drop to a point where the idea would seem very attractive indeed. But what would be the mental health and social problems created by living in a monster "pentagon" of this kind?

CHAPTER 2

What is the North Like to Live In?

5. Fly into the north in winter, particularly the Eastern Arctic. For hours there will be nothing to see for 360 degrees around but a barren, uniformly uninteresting mass of white. Here and there there may be the odd bit of shoreline where, by peering closely through frost-encrusted windows, one can just discern where the sea ice ends and the shore begins. Depending on the area, there may be mountains, but the general impression is one of unbroken, bleakly majestic waste. After a few hours one may have the uncomfortable feeling that there is too much of it, that it is overwhelming. There may even be the pressing desire to get back to a place where the landscape gives variety to the eye, where death by freezing does not lurk behind the curtain of weather and isolation, where the certainties of life -- friends, food, shelter and amusement can be identified -- touched, smelled, seen, heard. As Sir Hubert Wilkins put it (8): "People used only to seeing things close to, such as buildings in a town, farm houses, forests, or even steeply contoured country are often bewildered when confronted with imperceptible horizons such as is frequently the condition in the Arctic".

6. Eventually someone on the plane points out -- with relief in his voice -- some small dots in the distance which, examined closely, one has to admit are different from the endless waste one has been looking at for the past few hours. From two or three miles away at three thousand feet these pimples of civilization look comforting but terrifyingly insignificant against the backdrop of Arctic emptiness.

7. As the plane gets closer one sees the standard pattern of the northern settlement -- a sprinkling of wooden houses showing scarcely any colour contrasts, one or two radio masts, and as one gets closer, perhaps the odd moving figure -- usually Eskimo (for the whites do not seem to move out-of-doors unless they have to). Dogs and Eskimos -- these are the things that move at northern settlements -- unless there is a road on which a white man can drive his heated vehicle.

8. The plane lands, usually on the ice of a lake or river and usually a little roughly. Out of the heated cabin, one descends perhaps into two feet of snow or on to an icy wind-swept runway -- certainly into a world of nipping cold, of excited, fur-clad Eskimos, dogs, glad-to-see-you white men muffled in parkas -- a world of quietness, freshness of air and extreme whiteness (against which the odd pile of garbage, dog faeces, frozen human urine, dirty dishwater, bones of animals or mechanical junk may seem faintly sacrilegious).

9. A Canadian from a town or city is likely to be struck immediately by the absence of noise, except for very specific identifiable noises such as the barking of dogs, the calling of people and perhaps the sound of machinery. In a southern city one accepts a background of general noise made from a mixture of many noises, none of which is specifically identified and against which one places the identifiable and familiar noises of one's immediate surroundings. But in the north, when the wind is not blowing, these same identifiable noises in one's immediate vicinity are heard against an immense backdrop of silence.

10. What is it like to live in such a settlement in winter? One has soon explored every inch of one's wooden house -- perhaps two or three bedrooms, a living-room, dining-room, a kitchen where one probably has to struggle with improvised systems for water supply and waste water disposal (inherited from the exasperated efforts of the former occupant), a lavatory where there is likely to be no running water and where the toilet is probably a simple bucket reminiscent of summer cottage days, which smells and in which anything deposited must be able to bear the scrutiny not only of every member of the family but of the Eskimo help and of visitors.

11. From the point of view of the southern Canadian from an urban area, going out-of-doors is no longer a matter of slipping into a convenient topcoat, walking through the back door into the garage, enduring three or four minutes of relative cold while the car warms up and then proceeding an indefinite distance in comfort while listening to the car radio playing "Thank Heaven for Little Girls". Going out in the north means putting on a large and cumbersome parka (which musses the hair unless one wears a cap), perhaps putting on snow-pants, putting on outer boots and two pairs of mitts and then working one's way to a destination a few hundred feet away, often peeking and peering around the edge of one's parka hood, with one's eyes watering, as one pushes one's way into the wind. Even if the wind is blowing at one's back, there is always the expectation that it will be there in one's face on the return journey. Oh, there are fine days when there is no wind and there is a sharp crispness in the air; when the silence is beautiful and one has fleeting moments convinced that God cannot be far away. But there are many days when one struggles to move from point A to point B, cursing the wind, hoping one will not trip over a dog and get bitten; when one's journey may finish with the conclusion that this is an awful lot of work for a very small return -- what did I want to go over to the Jones's for anyway? As Dr. Boag expresses it (8): "While some of the inhabitants of these settlements do travel, in general it can be said that they deal with the climatic stresses by retiring from them as far as possible, into the shelter of their permanent dwellings. This is almost completely true of the 'temporary'

group, as they are often bound by a schedule of duties, have not the knowledge necessary to look after themselves, and lack the contacts with the Eskimos, without whose help anything more than a short journey is impossible for them".

12. The mentally balanced individual, particularly the individual who has come determined to live in and with the country, may be conscious of the dangers of this feeling and may resist it. He may take the attitude that although Mr. Jones may be cranky and Mrs. Jones ugly and a dreadful cook and he hates the way they have arranged their living-room furniture, they are better than nobody and probably need a visit as much as he does. Unfortunately many persons living in the north fail to come to such conclusions. As Dr. Boag puts it (8): "In the main, therefore, the effect of the climate comes to be exerted indirectly, by emphasizing their isolation and cutting off all activities outside their living quarters. As many of these settlements are quite spread out, the factors mentioned. . . . may serve to isolate the various groups within a settlement from one another. An occasional man will spend a whole winter in his quarters without leaving them to visit neighbours half an hour's walk away, and quite commonly men will do this only on a couple of occasions during the winter".

13. Life is so different from that of the average Canadian city dweller -- restriction of movement, the ordinary details of life (water, drainage, lighting, cooking, using the toilet) made awkward, aesthetically undesirable -- converted from acceptable, taken-for-granted routines into daily nuisances that eat into one's store of patience, adaptability and serenity. One's range of activity is cut down drastically and so is the variety of one's developmental and recreational activities.

14. Dr. H. B. Sabean says (13): "The efficiency of an employee in the small Northern settlement is cut down by the percentage of his time that must be spent living. If he is overambitious or tries to 'build Rome in a day' he may be greatly frustrated by the time that must be used in servicing power plants, checking supplies, making out requisitions, keeping records, preventing food from freezing and/or thawing, changing stove parts, caulking windows, cleaning chimneys, filling in forms, etc. but it all tends to build an amount of patience that is intolerable to southerners; adaptability is strengthened".

15. In the mentally balanced individual -- the man who is determined to "make a go of it", no doubt this is true. Unfortunately not all of those who go north are so balanced and motivated. Dr. Boag states (8): "Observation during the winter disclosed little in the way of verbalization of feelings of depression; verbal expressions mostly took the form of indirect expressions of hostility. However, nonverbal

behaviour frequently showed, to greater or lesser degree, apathy, lack of interest in surroundings, motor retardation, greatly increased hours of sleep, lack of attention to personal appearance and tidiness of quarters, and disinclination to undertake extra work or odd jobs, in spite of complaints of not having enough to do. Men would frequently start the winter with extensive plans for spare-time activities, only to fail almost completely in carrying them out".

16. In the north, instead of being able to choose one's friends, one has one's friends thrust upon one or tries to do without. There may be less than a dozen white people in the community. Most of the Eskimos are isolated by the language barrier and their manner of living. At many northern settlements there are few white women. These may become the objects of special attention by the men in the community to the point where they may be treated like queens or on the other hand become storm centres for social conflict.

17. If you are a man and happily married, with your wife and family with you in the north, all may go well. You have constructed your own little social unit and if tentative feelers for friendship with others in the community do not work out satisfactorily, you can try to retire within your social unit. If you are single you may find social satisfaction in friendship with one or two of the other men or you may join a clique that takes sides that divide the community and are the cause of much friction and loss of happiness and work efficiency.

18. Sexual drives may or may not give trouble. R.R. Pinks (4), speaking of a series of isolated military establishments in the north, reports: "One of the most notable facts observed during the course of recording interviews was that the younger man who has apparently not established definite sex patterns, is much more content with isolated duty than are either married men, older single men, or young men who have formed definite habits of sexual intercourse". Charles S. Mullin and H.J.M. Connery (10), reporting on a group of 5 officers, 9 civilians and 25 enlisted men as an Antarctic IGY Station, report: "Isolation from women was not in itself a serious problem for the group or for any individual in the group, with the possible exception of one member who displayed excessively strong erotic yearnings during a brief period of personal emotional stress. Pin-up pictures were described by the majority to have existed in larger amounts than ordinarily observed in comparable stateside stations. To us, the amount of and interest in pin-up activities seemed almost extreme. Sex dreams, nocturnal emission, and masturbation showed variable frequency relationships: (1) a slight general tendency to increased frequency; (2) increased frequency more apparent during periods of

inactivity and personal emotional stress and towards the end of the tour; reawakened phantasies are questioned here; (3) a rather less than usual frequency among the scientific group who were no older, on the average than the rest of the station members and who were among the busiest and the most preoccupied..... Of particular interest to the observers was a documented split of an organization subgroup into two cliques toward the end of the wintering-over year. Following this split, members in each clique refused to speak to members of the other clique except when absolutely necessary in the course of duty".

19. If you are a woman, you quickly get to the point where you know exactly what Mrs. A, Miss B and Mrs. C have in their wardrobes, how they arrange their furniture, who is a good cook and who is not, who loves her husband and who puts up with him -- and who might like to have a try at yours.

20. On this scene shine the benign faces of the local clergy. Over everybody hangs a sinister umbrella of potential criticism, of the possibility of complaining letters back to Head Office, of the misconstructions that two to three thousand miles of distance and weeks of delay in the mails can place on what is written.

21. Is there usually enough for a man to do in the north? It might be argued that since an administrator must have somebody at Point X on the map to measure temperature, wind velocity, etc. he must have a whole man living at Point X, even though the time taken for all the chores may be only a fraction of a normal day's work. He cannot send half a man or an eighth of a man -- whatever may be the fraction of a man-day that is actually required to carry out the work. Therefore he sends a whole man. Unfortunately he may have had neither the time nor the necessity to determine what to do with the unused half man or seven-eighth man -- as the case may be. Worse than this he points out that, after all, Man A sent to Point X may drop dead. He must have the measurements. Man A must have time off and he may get sick. Therefore he feels compelled to send Man B in addition. The evil of not enough to do is therefore compounded. But is this sound reasoning? Dr. H.B. Sabean thinks not (13): "This has certainly not been my experience. Usually one is so bogged down with routine work that time for getting ahead with projects and programs in which one is interested and could take some initiative is reduced to a negligible quantity. And worst of all it is never possible to show the office what you are spending your time doing! Most of my days began at 5 a.m. and finished at 11 p.m. or midnight -- about 15% of this could show up on work sheets".

22. The experience of the Hudson's Bay Company is interesting (12): "Some general remarks on the factors influencing the man who seems to be successful in the north.....the man who is busy is the man who can make a go of the north -- even if this means being busy in terms of keeping the home fires burning, keeping the generator going, doing the daily work, and taking part in activities on behalf of the community and in particular the native people whether they be Indians or Eskimos".

23. The modern Canadian, conditioned through years of education and experience in modern living, usually in city living, taking for granted the planning of almost every half-hour -- perhaps of almost every minute -- for work or pleasure, on arrival in the north finds himself in a different world entirely. If he has come to join an existing organization there may not be enough to do. On the other hand, if he is starting out on his own or working with a very small group he may find that the threshold of survival creeps so fearfully close that he must wear himself out at unaccustomed tasks just to maintain life itself. A glance out the front door reminds him that the terrain and the weather inexorably exist, willing enough to swallow up the unwary and go on existing to the end of time; a world in which he may start with friends and end with enemies; where the environment and the walls of his house seem to close in like the merciless walls of a prison; where the daily business of working, cooking, washing dishes, feeding the children, putting on his clothes, going to the toilet, washing his clothes, visiting the neighbours, maintaining his premises and keeping warm, have changed from a rather easy ritual to an actual struggle; where he may get the feeling in carrying on this struggle that he must have been mysteriously and suddenly transported backwards in time to the days of his great-grandparents, who took it for granted that they must struggle with a refractory stove, wash clothes by hand, empty the slop-water in a proper place outside the house, work a pump-handle or a bucket to get even a small amount of water, pass their water into a bucket or a draughty outside privy, keep the oil lamps clean and light them or go to bed with a candle, fetch and carry like a coolie; when printed matter was treasured, when a visit from a friend ten miles away was a luxury and when, if they wanted music, they had to make it themselves.

24. If he came directly from a southern Canadian farm ten miles from the nearest town, our prospective northerner might scarcely see anything unusual about all this. Unfortunately he will not have come directly from a farm; he will be a radio operator, a doctor, a college graduate sent north as a Northern Service Officer, a nurse, or a meteorologist or a teacher, used to city life, a person who probably sought after education or vocational training in order to be able to have the pleasures of city life, perhaps deliberately to get away from

farm chores and "better his lot" -- the very type of person whose tendency is to dislike southern Canadian farm life, to say nothing of a life even more isolated and perhaps less interesting.

25. He may well come to the point where he says of the north: "I do not like living under conditions that were taken for granted by my great-grandparents. The world has come a long way from that time. Why do I have to put up with this state of affairs? How did I get into this anyway?"

26. By experiment he may find that he can divert his attention from the wide, bleak horizon of his arctic prison and this tendency to enervating introspection if he focuses his mind on detail -- if he can get absorbed in the Eskimo language or the making of wooden ships in bottles or the fascinating insides of his radio set. Almost instinctively he avoids looking at the woods and concentrates on the trees, as it were -- then on a single tree and finally not on a single tree but on the hind leg of an ant crawling up one of the furrows in the bark on the north side of a single tree. Keep looking at that hind leg, he tells himself. Look at it hard. Do not let your eyes wander even to the furrow in the bark, let alone the tree and certainly not the woods -- you might explode mentally. Close off your mind to all the other possibilities, become fascinated by the details; in them you will find salvation. Oh, if only there really were trees to look at!

27. Dr. Boag (8) points out that this "progressive restriction in the individual's field of attention" occurs "particularly when there is prolonged exposure to real cold and discomfort..... This shows itself first as a loss of interest in events outside the camp, then a decline of interest in other groups on the site, and finally in a lack of interest in other individuals in the same group. Under severe conditions of cold the individual's attention becomes restricted to keeping his body warm and putting food into it."

28. Charles S. Mullin and H. J. M. Connery, reporting on the Antarctic IGY Station personnel (10) state: "A considerable number (about one-third) indicated that they experienced rather marked and unwonted difficulty with memory or concentration. Usually this was noted only after several months on the ice. Usually the difficulty was referred to as a form of absentmindedness, wandering of attention, or inattentiveness. In two cases, however, the difficulty was fairly extreme and took the form of mild fugue states. The individual would recall leaving his quarters, but nothing thereafter, until he "came to" moments later in some other part of the camp wondering how he got to that area and why he was there. One or two members were reported as demonstrating a marked degree of preoccupation and inattentiveness during conversations with another member that was irritating and puzzling".

CHAPTER 3

What Kind of People Go to the North?

29. What kind of people go into the north? Are they different from other Canadians because they go into the north? Would it be fair simply to take the "average" Canadian city dweller and try to speculate on how he would fit into this kind of life? Or are we not really dealing with types of people who are somehow different to begin with, because they accept employment in the north?

30. People probably go to the north for one or a mixture of the following reasons:

a. They are young, enterprising and need the money. Theirs is a short stake. They are keen enough to go in for a short haul and do a good job providing they can save enough money while they are there to come out and get further education, to invest in business, to travel, etc. Usually the reason is further education with the object of further advancement. They are lured by the opportunity for gain and advancement, education, prestige and a brighter place in the sun. By Canadian standards they are normal; these are the usual objectives of Canadians. A few of these people may remain in the north, captured by a vision of the possibilities for the development of the north -- for a bright place in the northern sun -- but the majority of them cannot see this far; they do not want to stay in the north, but they are honest enough to do a good job while they are there.

b. People with a greater or lesser degree of missionary spirit. These are people who are impressed by the need of the Eskimos for religion, health, economic assistance, housing, education, etc. They like a challenge. This challenge is clearly identifiable -- the Eskimos cannot read English; let us teach them to read English. 23% of the Eskimos babies are dying before they reach the age of one year; by all means let us try to save these babies. A few of these people will be able not only to go into the north well trained and with a balanced outlook but, because of their inner resources, they will be able to remain balanced and contribute to science, education, business, culture and health in the north. Some of them will go in poorly trained and poorly prepared, starry-eyed with good intentions, with their Holy Grail shining brightly

before them but not knowing quite how to go after it. There is probably nothing worse for the north than the fanatic who lacks training and experience to go after his goal, for in his thrashings around, in his uncouth graspings for his treasured objective, many others may be mown down or pushed aside and even whole communities upset. The remainder, those who go in with only a small measure of missionary spirit, with insufficient training and experience, probably become disillusioned or else their missionary spirit dies within them and they end up as cynics, even working in a negative way in their northern community. Nothing is right for them; no system will work; no idea is worth trying; all is lost. For such, the end is tragic indeed -- they have lost faith in the beliefs of the past, they hate the present and they are scared of the future. They know somehow that they are not making a contribution in the north, they realize that they have lost their joie de vivre and they have an uneasy feeling that if they were to return to the south they would be completely unable to cope.

c. Those who see in the north a place of escape. They have failed to reach their objectives in the south. They wanted to be bigger, more successful men and women in the south but somehow they did not have enough training or experience or "stickability". Others have passed them by and they have seen their future in the south as a forlorn and dull routine. Perhaps in the north they can make a fresh start. Perhaps the north will give them a place in the sun if only because in the north there will be so few other people to stand in their way, to cast shadows across their pathways. Better to be one of half a dozen white men in a northern community than to be only one amongst 60,000 or more in the south. In the south anonymity swallowed them up; perhaps in the north they can push their way out to stand as individuals recognizable from the rest. Dr. Boag mentioned this in 1952 (8): "A form of satisfactory adjustment seen in the 'permanent' group is that of the man who, in his role, for example, of trader, assumes many responsibilities toward the Eskimo and derives satisfaction of his needs for power and prestige from this paternal position. However, in this age of opening up the north, and provision of increased social and other services, the day is likely to come when he is called upon by a new arrival to share the attributes of his position, and then strife is liable to develop". It is interesting that, in 1959, this is the experience of the Hudson's Bay Company (12): "...activities on behalf of the community and in particular the native people whether they be Indians or Eskimos. It was felt that as these other activities, outside the regular business of

the Company, which have in the past fallen to the lot of the Post Manager, are removed with the arrival of Government officers brought in to do them, the Post Manager will like his job less and less. In other words, it has been important to the Post Managers to have felt needed in the north; they have made a place in the sun for themselves; they have been important in the community. Often they have administered local health services and taken an interest in the welfare of the native people".

d. Then there are the visitors. Some of these will tell you how much they would like to be able to spend more time in the north away from their desks. While the words are emerging from their mouths at least some of them will be thanking God in their hearts that they do not have to go too often! When this type of person goes into the north, he goes by aircraft and makes sure the pilot keeps the engines running. He descends upon the hapless and lonely northerners secretly enjoying the fact that these lonely people will be so delighted to see him that he may sit in their front parlours for hours (God forbid that he should be weathered in for a week) drinking their coffee, eating their food and, speaking with false compassion or even with the voice of the Pharisee, regale his wretched hearers with the latest news of the south. Only the worst of the visitors are like this, and of course none of them will admit any degree of this attitude.

31. Broadly speaking, these are the types of people who go into the north. They come from a southern world of material conveniences, of tremendous variety and colour; where the touchable, smellable, tastable, audible and visible are worshipped; where for most of them the only acceptable dreams are of further material benefits. They come from a world that places a premium on security and comfort, where the five senses are pampered twenty-four hours a day. This is the world of the beautyrest mattress in the thermostatically controlled atmosphere at 70 degrees Fahrenheit in the spotless bedroom on the relatively quiet street; where the clock radio tells the time to the nearest second and wakes the sleeper in the morning to the pleasant patter of the radio announcer's voice; where the bathroom with its gleaming tile, its hot and cold water at the touch of a finger, its flush toilets to whisk away the unsightly products of physiological obligation, the easy daily shower or tub bath, the freshly laundered towel, make it so easy to be sanitary.

32. While provided with a comfortable environment and relative security, with few worries about the source of his next meal, the southern Canadian starts his day surrounded by an atmosphere of relative (if at times artificial) courtesy. No dogs will bite at his heels; the bus conductor may even say "Good Morning". On the bus he will have a range of

ladies and gentlemen to look at. On the way he will see different cars, a variety of shop windows, his mind will be filled with little wonderings such as whether the fat lady running to catch the bus will make it or not? He may even be zealous enough to scan in his mind the day's work, setting out ahead of him, like markers on his daily course, the anticipated pleasures, the rewards that he can buy for himself to offset the day's irritations -- tonight's date for bridge, or the movie he will see with his wife or the prospect of what Mrs. Smith will look like tonight when they go there for supper, or the fact that he will see Joe for a beer on the way home, or that tonight he plans to lay the last forty square feet of tile on the basement floor. If he travels by car, he travels in warmth and probably with music at his ear.

33. And what of his wife? She has breakfast to get and the children to get off to school, but she can do it with a minimum of inconvenience -- the electric frying pan will do their eggs, the electric coffee percolator will do their coffee, the pop-up toaster solves the toast problem and the frig. is filled with milk and eggs and butter and fruit and cheese. Once she has packed them off she has a delightful morning. She may have her eyes focused on her house to the point where she actually looks forward to vacuuming the living-room carpet or buying new drapes for the girls' bedroom, or baking cakes for the church bazaar even though she knows that in between she must perform a few nasty routines such as dishwashing, putting the children's clothes through the automatic washer, dusting the bric-a-brac and washing the bathroom floor. After all, this afternoon she will be playing bridge with the ladies at Mrs. Jones's or she may be visiting the shopping centre or she may even decide to go downtown and look for a new hat. Her five senses will be stimulated pleasurably one way or another. Her chores have been reduced to the absolute minimum of effort and frustration.

34. On the other hand she may give a lick and promise to the house and rush down to an office job. But here she has Johnnie and Billie and Jeannie and the boss and there are the coffee breaks and the quick runs into the shops during the lunch hour, all of which are compensations for putting in time at the typewriter.

35. And then there are the evenings and the weekends. They can go places. If it isn't a movie, it's a cocktail party, or a visit to the Smith's, where the husband can look at Mrs. Smith and the wife can look at Mrs. Smith's clothing and furnishings and both of them can gossip about Mrs. Jones. And then if they really get fed up they can jump in the car and go down to Montreal or even New York, or they can go up to the farm to see Aunt Mary.

36. And then, when the worst comes to the worst and they are too tired to go to a movie or Mrs. Smith hasn't invited them for dinner,

they can always watch TV and through it be lifted intermittently (when someone isn't talking or the baby isn't crying) into a different world where you can be shot if you want to be shot or you can shoot someone if you want to shoot someone or you can ride horseback along the edge of the Grand Canyon, or you can kid yourself that pretty Nora was made for you, or Michael Anthony comes in and hands you a cheque for a million dollars!

37. For many, life has become the dangling of the five senses into the environment like so many fishing lines -- the trial and error method of finding pleasure. I think I'll put out my nerve ending of vision and see what I can see for tonight -- for the next hour -- for the next five minutes. Perhaps if I go to such and such a place I can extend my nerve ending of hearing and someone will tickle it with a new joke or something about Annie Brown that I haven't heard already. I think I'll go upstairs and wash my hands because I do like the feel of warm water and I'll brush my teeth because that new toothpaste tastes so nice.

38. There are other things to look forward to -- things that the "average" Canadian knows are good for him and which some cling to for dear life -- the weekly church services and the week-night church activities; the strange and not too clearly identifiable elation that comes from rolling an honest pile of bandages for the local hospital or the St. John Ambulance Brigade; the secret thrill of a well-conducted Sunday School class or a good sermon or a well trained and experienced choir or a friendly church supper; the local outing to the Boy Scouts or Girl Guides or young people's group, which may produce, by a sort of rubbing-off process from soul to soul as it were, refreshment of the mind and rejuvenation of the spirit.

39. For the "average" Canadian his home is his castle, the place where he can burp loudly, shout at his wife without being heard by his neighbour, put his feet up or undress without embarrassment. It is the place where the necessities of life are usually handled with a minimum of irritation and hard work, where physiologically the human machine is able to turn over with a minimum of effort, with a minimum of standing on guard, with the fences down and at least five or six of the seven veils temporarily hung in the cupboard. All this with the knowledge that at the flick of a switch, if the moments begin to drag, a good musical or a western or a hockey game can be spread before his eyes and ears, a car lies in the garage that can take him three hundred miles away and back in a weekend or that in exchange for a few dollars, he can buy, within a radius of ten miles, anything from a bobbypin to a model aeroplane or a Havana cigar. There is church on Sunday but he doesn't have to go. Billy Jones is coming to town next week to play

St. Louis Blues or something (does it matter?), but of course he can always put the same thing (on LP) on his phonograph if he cares to rise from his lazyboy chair!

40. A tremendous variety of means exist whereby the five senses may be stimulated pleasurably. Very few circumstances demand the stimulation of any one of these senses for any length of time in a way that is not pleasurable. The "average" urban Canadian lives in a world of constant alternatives where if he doesn't like one way, he can usually choose another, with respect to the little details of minute to minute existence. And for those who do not depend entirely on stimuli coming up their nerve endings from their environment to flagellate their jaded nerve cells or tickle their fancy, there is a multitude of ways and means for creative action, for fascinating speculation, for study, for discussion or gossip.

41. Now consider that a man used to this kind of existence may be asked to go to the north to face, with the suddenness of air travel, a completely different world where he no longer has a wide range of stimuli for his five senses, where he does not have nearly the same resources for debate and gossip, where there are not nearly the same materials within his grasp for creative effort. He must suddenly change the focus of his daily living from the broad spectrum provided by city life and TV to the narrow immediate foreground of a northern beach. Whereas in the south he may have had 2,450 ways of stimulating his visual apparatus, he is now limited to 53. Whereas in the south there was a constant backdrop of noise and a foreground of perhaps 100 different noises that he could identify, he now listens to perhaps 15 or 20 identifiable sounds against a backdrop of silence or of a howling wind. His tastes are limited to the food and drink that he (or his predecessor) ordered twelve months ago by requisition and that now stands stacked in his storeroom where he can see the full extent of the possibilities for the stimulation of his taste buds. Where before he could touch the familiar wheel of his car and make its engine roar at his bidding, he probably cannot drive a car because there are no roads. Where before he might shake two dozen hands in a week, he now shakes one or two or none. Where before he touched many hundred of objects in a week, he is restricted now to the familiarity of his outer door, the lavatory doorknob, the knobs on his radio set or the pump sitting in the fuel oil drum outside the back door. Even if he wants to touch more objects, he can see with his eyes everything that is touchable and after that there is nothing to touch but ice and snow. If he does not have inner spiritual resources and imagination; if he has not made many interesting pathways in his memory or if he cannot retrace these pathways serenely and with a touch of amusement; if he cannot put two and two together

and continue to wonder that he gets four; if he is not curious to know whether or not he really could learn Eskimo syllabics; if he does not relish the fact that he always wanted to read Churchill's Memoirs and now has the time; if he cannot mix honest compassion with sane reasoning and creative community effort, he may very likely end up, mentally and emotionally if not physically, a liability to his employer, a drag on his community (even a danger) and a costly problem in rehabilitation.

42. The rapid development of the north is complicating the picture. There was a time when the adventuresome southerner, having left friends and familiar environment for the isolation of the north, could stick out his chest with the pride of the pioneer. The many roles he performed as ruler of his "outpost of empire" gave him special status with the Eskimos, with southern visitors and, most important of all, with himself. Where the outpost has grown to a large settlement or even a small town this is no longer so. Since much of the pioneering has been done, the specialist is shoving the pioneer aside. It is no longer fashionable to be a northern jack-of-all-trades. In the larger communities, people are beginning to upset themselves by making invidious comparisons between houses, modern conveniences, salary scales, perquisites, leave and educational opportunities. Competition is getting keener every year. Social veneer is appearing, like mould on a cheese. The game of status seeking has begun -- with an odd twist -- the usual southern symbols are much harder to come by and new ones must therefore be invented.

43. It is not hard to arrive at the conclusion that if a man is not balanced enough to live happily in the south, surely he cannot possibly function successfully in the north. Sir Hubert Wilkins said (8): "In general I would say that the proper man for service in the Arctic is the average, common-sense man with keen sensitivity and normal physical and mental ability. The Arctic is no place for the subnormal, a difficult place for the supernormal, and impossible for the supersensitive man who lacks control". The conclusions of a senior officer of the Hudson's Bay Company in this regard are interesting (12): "The question was asked whether ..... young men from rural backgrounds and low socio-economic status made the best northern employees. He said no, he did not think that this was necessarily the case although apparently his top management did not agree with him. He pointed out that it is quite possible that a young man who had left the farm to seek a job with the Company may have left the farm because of discontent with the simpler life there, being enamoured by the bright lights of the city and that this very discontent might reflect in poor performance in an Arctic posting. On the other hand he agreed that they (the Company)

were not looking for men of genius for the north, that there was some merit in the steady man of only ordinary I.Q. who was neither too much of an introvert nor too much of an extrovert. He has used the term "endovert" for the type of man he has in mind -- a type of man who runs a middle course".

44. One might well ask why the Eskimo, living a native way of life without many comforts or much variety of entertainment, spending a large proportion of his time engaged in activities designed simply to keep him alive, lives such a serene and happy life? Is it not because his life is a simple one, because he has never invented for himself a rat-race, because he has not put too much emphasis on time and space relationships, because he is resigned to the hazards of his existence and if sickness, hunger, or mortality come, can accept them? This is the compass of his imagination.

45. The fact is that the "average" Canadian is not an Eskimo. Whether or not he likes it, he is running on his treadmill and in seeking greater heights of bliss, he has pushed ignorance aside. But there are some southern Canadians who have been able to avoid the treadmill or see it as an evil machine; who have developed inner resources against the pressures of modern life and perhaps in so doing have become a little unusual perhaps to the point where they are called "squares" and actually begin to feel ill at ease in the south. For them the north may appear as a Shangri-la and the Eskimos as kindred spirits. Does this not put them, however, even if they are well educated and well adjusted, in the class of escapees mentioned above? Because they have the discernment to be troubled about the southern rat-race, a tour in the north may turn out to be a welcome escape and yet in so escaping they may, in the quieter atmosphere of the north, render very excellent service and find for themselves a haven of comparative serenity. Are we then to assume that the best recruit for the north is the iconoclast of the south, or the man with hermit instincts, or the practitioner of yogi? He had better get there soon; the north has not many hiding places left.

CHAPTER 4

Selection of Personnel for Northern Duty:

46. The following extract from "Commercial Study -- Frobisher Bay Airport", by the Economics Division of the Department of Transport, dated 27 May, 1959, is of interest: ".....to bring a man in by commercial air carrier costs $130.00 at present. Salaries must be high to attract desirable personnel. Bringing in supplies by aircraft costs $0.36 per pound. A company currently paying the lowest salaries at Frobisher, states that the costs of maintaining a person for a month average out at $923.00. This would include salary, meals, accommodation, transport, etc. Secondly most people employed by commercial firms, especially skilled personnel, are under employed in output terms for a substantial part of the year. Thus man hours of productive work must be regarded as being extremely costly".

47. It is obvious that the selection of the right types of personnel for northern duty is exceedingly important, not only to prevent unnecessary expense in transportation and medical care but to promote efficiency and prevent manpower wastage. Surely every employee sent into the north who breaks down and perhaps causes friction in a community is holding up the development and work of that community. Sometimes the mental and physical writhings of a single unsuitable or disturbed person can upset a whole northern settlement for months.

48. One would expect that some agency would long since have worked out criteria by which to judge prospective northern personnel and would have devised tests or special interviewing techniques to weed out those likely to prove unfit. Little of this kind appears to have been done, perhaps because the laws of supply and demand have usually determined that a man willing to go to the north was going to go to the north anyway, whether or not he was wholly fit, because nobody else was available. After all, there is no point in having a system for determining whether or not a registered nurse will do well at a lonely northern nursing station if you have only two volunteers to fill five positions that must be filled! Nevertheless it is hoped that at some time in the future techniques will be developed that will ensure that square southern pegs are not squeezed into round northern holes. Something might be gleaned from organized research. The work of Eilbert, Glasser and Hanes (15) on this aspect of the subject is interesting.

49. The personnel selection methods of the Hudson's Bay Company are of interest (12):

"The Company finds that the Scottish young man is more mature than his Canadian counterpart, has a sense that at the age of 17 he should go out and earn his daily bread; he is less pampered than the Canadian boy and does not expect quite as much continued support from his family; he has a sense of independence.

"The application form they use is fairly standard.....they do not necessarily give the applicant this form to fill in until they have interviewed him and determined whether or not he would be a likely candidate. Of particular interest is their Applicant Appraisal Form. This is not a form for the applicant to complete but rather for the interviewer to use as he interviews the applicant. It is divided into a number of main headings as follows:-

(i) Motivation,
(ii) Experience,
(iii) Stability and maturity,
(iv) Social adjustment,
(v) Potentialities,
(vi) Temperament and personality.

"Against each of these there is a heading marked 'Comments' and another column marked 'Rating and Remarks'. The rating is divided into three grades -- Above Average, Average and Below Average.

"Would it not be desirable to have the applicant complete this form himself or if this were not feasible develop another form which went into the question of religion, attitude towards sex, segregation of races, education, and other concepts, approached from a philosophical standpoint? Apparently the Company has already tried the Minnesota Multiphasic Tests and found them somewhat misleading. Having the applicant fill out forms takes up a good deal of time and if they contained questions similar to the ones on the Applicant Appraisal Form (as now used by the interviewer) they would simply put the applicant on his guard and the written result would be somewhat warped. The questions on this form are used only by the interviewer under present practice and they are put to the applicant 'cold', so that he has no warning of what is coming. In this way the interviewer gets a much better idea of what the applicant really thinks. The Head of the Company's Personnel Division puts great faith in the personal interview conducted in an organized fashion but agrees that he has no pat "scientific" questions or ways of measuring the suitability of an applicant --

the way he goes about it is very much an art rather than a science although he agrees that there is a great need to pin down the criteria by which a good man can be detected.

"The applicant is examined in stages. He is put at his ease by asking for ordinary reference data and then he is told a little bit about the aims and objectives of the Company and the nature of the work and whether or not he is still interested is assessed at this point. If he is still interested he is taken on a step to a description of the north and finally is asked the sort of questions on the "Applicant Appraisal Form" if he is still interested and the answers up to this point have seemed to indicate that he would be a suitable candidate.

"After this the Division Manager is given a chance to assess him. An important point is that the answers written by the Personnel Division interviewer on the "Applicant Appraisal Form" are not made available to the Division Manager; he is expected to ask his own questions and come to his own conclusions.

"The Company does not believe in bribing people to go to the Arctic. They pay ordinary wages and they do not depend on giving a high cost of living allowance.....$175.00 a month with $50.00 a month deducted for board being the wage offered the young Scottish lad who comes into the Company as a clerk at a northern post.

"In following up their personnel who have been posted to the north they rely on efficiency rating reports which are completed on personnel by Post Managers and Divisional Managers. They use an efficiency rating form not unlike the one used in the Civil Service."

CHAPTER 5

How Are the Needs of the Canadian Going North to be Satisfied?

50. If we are going to be able to recruit well-trained, balanced Canadians to go to the north, what must we provide in the north to satisfy their needs? Surely we must provide the worker with a job that is interesting, offers a variety of activity and challenge and takes a fair proportion of the hours in the day, perhaps even more hours than are considered reasonable in the south. The worker must be convinced beforehand that the job is worthwhile doing for its own sake and that through doing it well he will be able to grow in knowledge and experience and will be able to advance in every way. One would not expect to achieve these objectives by sending a man into the north to do tasks which would occupy him for only a few hours a day. By all means let him have a job that takes eight or ten or even twelve hours a day to do and let him get good and tired -- in a healthily physical way -- doing it. It may be necessary to pay for overtime in some instances, but this extra expenditure may prove cheaper in the end than the expenditure on emergency visits by senior personnel to straighten out the after-effects of personnel breakdowns due to boredom.

51. It goes without saying that we must make the worker's environment as comfortable and convenient as we can -- plenty of heated space for working and living, with hard physical labour reduced to a minimum, all the usual comforts for eating, sleeping, toilet, washing, study and recreation. And yet we must not overlook the fact that in a sensible quota of work lies one of the secrets of mental health.

52. Surely half of life consists of being able to look forward to something with pleasant anticipation and this can be the pleasant anticipation of a variety of challenging tasks to be done as well as the anticipation of mere pleasurable experiences. If we can so organize work and play in the north that the average individual constantly has something to look forward to (besides the date on which he boards a plane finally for the south), perhaps we shall have solved the problem.

53. It seems extremely important to accept the expensive proposition that to be really happy in the north the capable, balanced and therefore most desirable type of worker must have a home. This means providing him with accommodation for his wife and family and providing all the ancillary community services that go with Canadian home life. If we mean what we say about opening up the north, these things are implied -- good housing, churches, schools, hospitals, community halls, gymnasia, shopping centres and a reasonable amount of coming and going.

54. The well balanced man who has his job and his wife and children, given a reasonably comfortable life, with daily interests and a chance for advancement, watching his children develop, should be able to function well enpugh in the north. His children, at least while they are still young, will adapt successfully, taking Eskimo playmates for granted. But another person has been brought into the north, a person who no longer belongs to the age when obedience and faithful following in demure silence were standard procedure -- the man's wife. In her happiness with him and the children lies the key to the success of the whole family unit. If we can keep her busy without drudgery, making sure that she has ways and means of feeling that she is not an appendage transported into the Arctic as a convenience for her husband but that she has a role to play in the north -- whether it be in voluntary work extra to her home or actually in a part-time task for which she is paid, we shall probably have solved the problem of keeping her happy. Let us admit from the start that if we can place the wives with their husbands and keep them happy we have gained more than half the battle. A lot of investment is justified to achieve this.

55. The Hudson's Bay Company's experience is again useful on this subject (12):

> "Whereas the Company considers it important to provide for the material needs of their northern people, they do not believe that they should bribe them to go into the north and their wage scale is therefore from a monetary standpoint not excessively attractive.
>
> "The Company takes a lot of trouble.....in designing the house and in providing for the material comforts within the house.... They provide a post library and they send 30 or 40 paper-backed books to the post each year and they provide for a system of exchange of books between the posts.
>
> "The Company believes very much that it must build esprit de corps by giving its people in the north the feeling that they are backed by the Company and that the Company is thinking of them. The Company goes out of its way to strengthen this faith by helping them with their personal affairs, doing banking for them or arranging insurance for them, helping them with arrangements for weddings, for the education of their children, giving them special care when they are sick, circulating the journal "Moccasin Telegraph" amongst them and making it newsy, containing many pictures, inviting ideas and offering rewards for ideas.

"The Company pays a lot of attention to the ration list or the 'messing list' as they call it.

"Occasionally they send into the north what they call 'surprise' packages' containing foodstuffs, for instance dehydrated fancy food packages which they send up together with a questionnaire inviting comments. In this way they create the sense that the Company is interested in the lot of its northern workers and is seeking constantly to find ways of improving their lot.

"The Company realizes the adjustment that wives must make. It was pointed out that the difficulties in adjustment include the fact that the Post Manager and his wife do not have a sense of ownership because the house and its furniture belong to the Company.

"Probably the possession of a fairly extensive medicine chest with a manual of instructions has prestige value with the Post Managers".

56. The general recommendations contained in the so-called "Bolling Report" (4) are of interest, even though they refer to isolated military-type establishments:-

"(a) Adequate housing and living conditions should be made available for personnel sent to Arctic stations. These should be complete and pass rigid inspection before any personnel arrive for duty.

"(b) Skilled and competent mess personnel should be assigned.

"(c) A supply of good drinking water should be furnished. Beer and soft drinks will also be of value for morale purposes.

"(d) Detachment commanders should always be replaced by competent officers when on leave or otherwise absent from the station.

"(e) Care should be taken to avoid the selection of personnel with records of drunkenness or serious misconduct of any sort when screening men for Arctic duty. Those with excessive family or personal problems should be rejected. It is believed that younger men may adjust better to isolated Arctic conditions, although the evidence is as yet inconclusive.

"(f) When possible, the tour of Arctic duty should probably not exceed six months, unless a man volunteers for a longer tour. In any case, the maximum amount of time should not exceed one year..... Leave should be given at least once every three months with transportation via military aircraft to some point in the continental United States being made available.

"(g) Considerably more attention should be given to special service and recreation equipment for these stations. Research might well be accomplished in this area, and certain summary statistics on recreation preferences may be available from data already collected.

"(h) The services of a chaplain should periodically be made available at Arctic stations.

"(i) The leadership ability and common sense of the Detachment Commanders appears to have a greater than usual bearing on the morale and efficiency of the isolated personnel in the Arctic and it is recommended that officers serving as Detachment Commanders should be emotionally stable individuals with a minimum of one year of previous satisfactory command experience."

57. If the north is going to attract more and more of the right type of individual -- as Sir Hubert Wilkins put it (8), "the average, common-sense man with keen sensitivity and normal physical and mental ability" -- what must be done to make it attractive? Surely a beginning can be made by taking note of the basic principles of healthful housing -- the immediate environment in which the northern family must spend so much of its time. These have been authoritatively defined (14) as:-

A. Fundamental Physiological Needs:

1. Maintenance of a thermal environment which will avoid undue heat loss from the human body;

2. Maintenance of a thermal environment which will permit adequate heat loss from the human body;

3. Provision of an atmosphere of reasonable chemical purity;

4. Provision of adequate daylight illumination and avoidance of undue daylight glare;

5. Provision of admission of direct sunlight;

6. Provision of adequate artificial illumination and avoidance of glare;

7. Protection against excessive noise;

8. Provision of adequate space for exercise and for the play of children.

B. Fundamental Psychological Needs:

9. Provision of adequate privacy for the individual;

10. Provision of opportunities for normal family life;

11. Provision of opportunities for normal community life;

12. Provision of facilities which make possible the performance of the tasks of the household without undue physical and mental fatigue;

13. Provision of facilities for maintenance of cleanliness of the dwelling and of the person;

14. Provision of possibilities for aesthetic satisfaction in the home and its surroundings;

15. Concordance with prevailing social standards of the local community.

C. Protection Against Contagion:

16. Provision of a water supply of safe sanitary quality, available to the dwelling;

17. Protection of the water supply system against pollution within the dwelling;

18. Provision of toilet facilities of such a character as to minimize the danger of transmitting disease;

19. Protection against sewage contamination of the interior surfaces of the dwelling;

20. Avoidance of insanitary conditions in the vicinity of the dwelling;

21. Exclusion from the dwelling of vermin which may play a part in the transmission of disease;

22. Provision of facilities for keeping milk and food undecomposed;

23. Provision of sufficient space in sleeping-rooms to minimize the danger of contact infection.

D. Protection Against Accidents:

24. Erection of the dwelling with such materials and methods of construction as to minimize danger of accidents due to collapse of any part of the structure;

25. Control of conditions likely to cause fires or to promote their spread;

26. Provision of adequate facilities for escape in case of fire;

27. Protection against danger of electrical shocks and burns;

28. Protection against gas poisonings;

29. Protection against falls and other mechanical injuries in the home;

30. Protection of the neighborhood against the hazards of automobile traffic.

Protection against dogs must obviously be added to this list for the north.

58. Surely the above must be fundamental, and yet buried in words such as "opportunity for normal family life" and "opportunities for normal community life" and "possibilities for aesthetic satisfaction in the home and its surroundings", lie a lot of details extremely difficult to describe and even more difficult to supply in the north.

59. So far, attempts in the north to duplicate the standards of southern Canadian living have been based on practices that have developed empirically over the years. The southern Canadian home builder knows wood better than any other material. Therefore, he builds his houses

in the north of wood. He hesitates to depart from the "known" of wood into the "unknown" of indigenous materials such as rock, sand and pebbles. For example, he is toying with the idea of aero-concrete for northern building, but seems a bit hesitant about giving it a good try. Only a few adventurous Roman Catholic priests have tried (apparently with some success) building in stone.

60. It is the same story with respect to sanitation, recreation, schools. Quite naturally the tendency has been to duplicate in the north all the conveniences of the south, partly because there does not seem to have been enough scope for creative effort in the north (faced with problems of expenditure, the southern office-bound administrator will naturally select the course which seems least risky to him -- the well-tried southern course) and partly because, living in an age of mass production, a refrigerator had to be a southern refrigerator, a space heater a southern space heater, a vehicle a southern vehicle. It would have been too expensive to produce items specially for the north for a population of only 20,000, 40% of them Eskimos living just this side of the Stone Age.

61. So long as the northern settlement consisted only of ten or twenty buildings put up by four or five different agencies more or less at random, the southern technique of building in wood and stuffing the resulting large wooden boxes with items ordered from the mail-order catalogue worked fairly well. If the agency concerned ran into personnel problems, these could be solved without too much difficulty because only a few individuals were concerned and these could be replaced. Even so, placing a worker in the north was a costly undertaking.

62. Sending the worker alone and housing him in a smaller, cheaper type of wooden box with fewer comforts, but paying him more and keeping him there for a shorter tour of duty has been tried. This seems to work for about the first few months, when some workers begin to show signs of wear. Many more have had enough at the end of six months to a year. Some can stick it for longer -- a very few indefinitely. The process of getting "bushed" has a long incubation period; actual crack-up probably does not occur in most "normal" individuals until many months after they have started checking off the days until their "time is up" and the plane will take them south again.

63. The needs of defence, of modern air travel and of the search northwards for minerals have increased the number of personnel sent into the north. Northern hamlets are growing into villages and some of them into towns. Techniques that worked for the tiny isolated settlements are not proving as successful for the larger communities

where the social interplay of 30, 50, 100 or 200 families is producing new problems, from sanitation to social welfare. It has become increasingly obvious that a new approach is needed to solve the problems of northern living, particularly if Canadians are to get over the idea that the north is only a place for a quick financial gain over a short haul.

64. Evidently northern living conditions must be carefully examined, basic principles of construction, of sanitation, of the physics of cold, of moisture, of insulation must be re-examined and freshly applied, without fearful regard to the hide-bound prejudices of southern experience and yet with enough common sense not to discard too quickly practices found successful in Edmonton, Cochrane or Prince Albert. The stage is set for administrative daring, born out of dissatisfaction with past experience in the north and taking heed to the vox populi of northern communities.

65. The conclusion has evidently been reached that the answer to economy in the north is proximity. If the houses can be built close together -- up against each other and one atop the other -- public utility service distances can be shortened and operating costs cut drastically, since it is the cost per foot of installing, operating and maintaining public utility services in the North that makes living there so expensive. This makes it essential to put wood aside as a building material and take to concrete or some other fireproof material.

66. In the urban communities of the south, proximity has already shown itself to be a sensitive and touchy creature, capable of good but also capable of generating hatred and murder. If we are to have proximity in new northern towns, how is it to be handled so as to make maximum use of the good without inviting the evils? In addition to the basic principles of good housing enumerated above, what criteria should we adopt that can be handed to the architects who must put aside the blueprints of the southern past and pluck a new town design from the 21st century?

67. The following are suggested as important considerations in planning northern communities along compact, close-proximity lines:-

a. Strict adherence to the principle that every Canadian's home is his castle. The family unit must be the basis of planning and everything possible should be done to ensure complete family privacy (e.g. the walls between the family units must be sufficiently well insulated against the transmission of noise so that a man can burp loudly or fight with his wife or play

the violin without fear that his next door neighbour will hear what is going on). Privacy by the standards of the modern apartment house would not be good enough -- there must be enough money spent on sound-proofing to give the family the kind of privacy enjoyed in detached houses in the south.

b. Distribution of family units in small groups separated from each other by community facilities. This means placing say not more than ten to twenty families together in one housing block and then having the next group of ten to twenty families separated from them by some distance, the intermediate space being filled perhaps by the shopping centre or the hospital or the church or the school.

c. Providing a means of escape from the home. By this is meant having a variety of community facilities not all of which involve the presence of other people. It should be possible for the solitary individual to find somewhere (besides the lavatory) where he can insist on being entirely alone for a reasonable period of time, whenever he feels so inclined.

d. There should be facilities outside conventional buildings for strolling, sitting, playing games and for "outdoor" courtship, even if this means having a large pseudo-park area perhaps the size of half a football field, covered against the weather like a huge greenhouse. At the same time every encouragement should be given to every individual to get out-of-doors in good weather -- to sample the open Arctic for himself -- whenever possible.

e. It is quite natural for a man to be anxious about the availability of adequate public health and medical services, particularly for his wife and children. Therefore basic medical facilities should be available, including hospital beds and professional care and some kind of guarantee that, should more high-powered services be required, transportation to the south and coverage of medical costs (through an insurance plan) will be available.

f. The parents want assurance that the education of their children will not suffer. It goes without saying therefore that there should be adequate educational facilities provided locally and for the older families some system whereby, if high school education and/or vocational training cannot be provided locally, these can be provided in the south at a reasonable cost and the children can visit during the summer holidays.

g. There must be the opportunity for everyone in the community to grow according to his capacity and inclinations. The children must not only have the benefits of education in the three R's, but there must be a variety of extracuricular activities such as they would normally have in the south. Similarly, there must be opportunities for adult self-improvement through study groups, hobbies and community organizations.

h. Community committees must be encouraged, where local problems can be thrashed out and members given a chance to "let off steam". Dr. Boag's comments are interesting (8): "Usually it is not possible for the hostilities generated to achieve adequate discharge as many of the people concerned have heard enough about the troubles that may arise in these situations, to make them afraid of any discharge of hostility, so that their usual reaction is suppression, repression, and withdrawal from situations where trouble threatens to break out openly, as far as this is possible. From time to time minor outbreaks do occur, but they are rarely followed through to the point where any adequate discharge can take place, the whole process being suppressed before that happens, and the original point at issue being allowed to continue as a covert cause of trouble. None of the matters mentioned as causing difficulty seemed to have ever been brought out in the open for free discussion. The only reported case where things seemed to be handled differently was one where a chronically unhappy settlement was said to have become quite the reverse, following the institution of a weekly meeting for all the white inhabitants of the settlement. Here they aired their grievances and talked things out as completely as possible, those not concerned in a given matter acting as referees". Sir Hubert Wilkins (8) added his comments: "The axiom 'least said soonest mended' is not always successfully applied in the Arctic. In small groups of Americans frank and open discussion of points and personalities is a necessary flood control. Individuals living close together should agree to discuss and disagree amicably as to their likes and dislikes. This will eliminate indirect expressions of hostility, and definite rules and regulations should obviate the need for argument about duties and observances of cleanliness and tidiness".

68. All this adds up to a tall order, a utopia which would cost an enormous amount, perhaps an impossible amount. And yet, if we want Canadians to go to the north permanently -- if we want to build up the north with settlers, not transients, we must face up to the fact that we are competing with Toronto, Montreal and Vancouver. After all,

it is hard enough to persuade the men and women of today's Canada -- once they obtain professional education or vocational training -- to stay in rural southern Canada, let alone the north.

69. Perhaps we shall have to accept the conclusion that for most Canadians, for some time to come, the north will mean a short haul at best, a hit-and-run experience in exchange for ample financial reward. If this is so, what criteria should be suggested to the architects of new northern towns and what criteria should be proposed to the administrators and the personnel officers?

70. Obviously many of the standards of housing outlined above are basic, even to the relative happiness of short term workers, and are being provided to a greater or lesser degree now. It seems to be a matter of dollars and cents; the more that is spent on providing the type of housing and other facilities described above, the longer workers can be expected to stay without becoming disturbed mentally.

71. Even with the best housing and facilities for recreation there may have to be a definite limit placed on the length of time that a person should be allowed to stay in the north -- probably one to two years for single persons and two to four years for married, depending on the size of the community and the facilities available. This might be extended through experiment but from the beginning there should be a very careful assessment of each individual's adjustment to his environment.

72. The prospective northern worker should be selected with care and then followed with care. There should be, from the beginning of this process, close liaison between administration and personnel management on the one hand and public health and medical services on the other to make certain that persons likely to break down are not sent to the north and that the person who has failed to adjust does not stay on month after month as a hazard to the mental and emotional equilibrium of the community.

73. Above all, the community should contain exceptionally well trained and well balanced leaders who can guide individuals and groups to healthy spare time activities; who know how to use every device to induce participation by every adult in the community (and by the children for that matter) in community affairs through committee work, church work, responsibilities for portions of community work, etc., at the same time making sure that each individual in the community has the time to do what he wants within the law to counterbalance the pressures that tend to organize and manage him. Such leaders are rare indeed and they must obviously receive considerable training themselves for

northern life, superimposed on a personal history of mentally healthy parentage, happy childhood, sound education and broad experience.

74. It goes without saying that we should send our best officers to the north -- those who have demonstrated inner resources of originality, emotional stability and even temperament, besides knowing the technical sides of their particular jobs. And it goes without saying that they should be prepared for the peculiar difficulties of living in the north and be taught the counter-measures to take when boredom, laziness, abnormal fascination by detail, quickened temper or cynical, destructive criticism threaten to ensnare them. This probably means the establishment of carefully organized orientation programs for both leaders and followers, perhaps organized by one department on behalf of all departments, for the sake of economy.

75. There is still a great need for research to find out the answers to these problems and the means of achieving, within the limits of financial realism, at least the majority of the idealistic standards outlined above. The case for research was well stated by M. C. Shelesnyak in 1947 (1). Only a fraction of the questions he raised have since been answered.

CHAPTER 6

SUMMARY:

76. The "average" Canadian who goes to the north is accustomed to a wide range of interests, to a life that is comfortable and usually devoid of strenuous physical exercise except in play. On the other hand, the north, because of limitations imposed by weather, distance and economics, will quite suddenly restrict the individual's scope both as to space, time and variety of stimuli, and will tend to focus his attention on a limited number of details. To keep him happy we must place his wife and children with him and then make sure that we keep his wife happy, that we guarantee the security of himself and his family and demonstrate that there will be no interference with the normal growth of his children, physically, mentally or spiritually. We must guarantee opportunities for creative development of each member of the family and we must guarantee medical and public health care and education. It goes without saying that we must guarantee shelter, warmth, a sanitary environment and an adequate food supply. Above all, we must guarantee privacy, the freedom that is taken for granted in the south, to the young the scope for socially acceptable courtship practices and to all the freedom to exercise personal idiosyncrasies that space, time and opportunity provide in the south. We must present the north as a challenge but at the same time not as a challenge that is overwhelming or that looks from the beginning insurmountable.

ADDITIONAL PERSONNEL MANAGEMENT INFORMATION -- HUDSON'S BAY COMPANY

(Extracted from letter of December 4, 1959 from Mr. R. Phillips, Personnel Manager, Northern Stores Department, Hudson's Bay Company)

During the past ten years, the average annual staff turnover loss of all our Store Managers, for all reasons including normal retirements and death, etc. is 9.3%. The corresponding figure for the Arctic is 10.8%. The average years of service of our Arctic Managers is 14.8. Only 15% of our present Arctic Managers had a rural background before being hired by the Company, which help substantiate the point that it is not necessarily a question of environmental background but rather the temperament of the individual which is the most important consideration in selecting people for the North. It is significant that only 28% of our Arctic Managers are Scottish. In addition to the salary of $175.00 a month, a new clerk also receives a Special Arctic Allowance, presently amounting to $500.00 per annum. When he becomes a Manager, this is increased to $1,000.00 per annum. Psychological testing of applicants has been done by the Company for the past thirteen years. The two tests which are always given to northern staff applicants are the Otis Self Administering test of Mental Ability and the Bennet Mechanical Comprehension test. In addition we have experimented with numerous other tests, including the Minnesota Multiphasic Personality Inventory, which we discontinued in favour of our own patterned interview. The following items are considered to be very important to our program and pertinent to the article entitled "Mental Health in the North" (Indian and Northern Health Services):-

(a) The strict initial medical examination and subsequent ones which are given our employees and their families on a regular basis. Also the group of Nutritional and Medical Advisers in Toronto, with whom our staff may correspond confidentially on matters of physical or mental health, etc.

(b) All our Units in the north have telegraphic communication with the outside. Where there is no regular communication, the Company has a private broadcast license. Powerful radio home receiver sets, built to Company specifications, are provided for home entertainment.

(c) The Company maintains its own aircraft fleet for any possible evacuations.

(d) A special H.B.C. water purification kit is supplied to our Northern Units, and water purification surveys are conducted on a regular basis.

(e) A special H.B.C. vitamin-mineral tablet is supplied free of charge to staff and their families to take care of any vitamin deficiencies resulting from the lack of fresh food and vegetables.

(f) Our farthest northern unit, which is approximately one thousand miles south of the North Pole, is supplied with a greenhouse, as are others throughout the North. At Pangnirtung, beautiful flowers and even potatoes are grown in the Post Manager's greenhouse.

(g) A Household Furnishings Assistant devotes her full time supplying both household furnishings and equipment to our homes in the north.

(h) An educational allowance is paid to Managers whose children secure their education outside.

(i) Career aspect of job, and home study courses in Accounting, Fur and Merchandising, affording excellent opportunities for promotion.

(j) Comprehensive personnel policies and fringe benefits to which employees are entitled, including such things as the purchase of personal items at cost price plus 3% with shipping charges absorbed by the Company.

(k) Well designed and constructed homes, attractively and comfortably furnished with radio-telephone communication, lighting plants, oil heating, and plumbing facilities, where possible.

In addition, besides careful selection methods, periodic staff interviews both on and off the job and exit interviews with staff leaving the Company, have all helped resolve, to a large extent, the basic problems facing our family groups and individuals living in the North.

ERRATUM -- the word "endovert" on page 16 should read "ambivert".

CHAPTER 7

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DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

12. JAN. 1960

TO: Deputy Minister of Health.

YOUR FILE: H30 seen by Mr. Preston

DATED:

PERSONNEL DIVISION

OUR FILE: 1053-300 (050)

12. JAN 1960

FROM: Director, Indian and Northern Health Services.

JAN 5 10 23 AM '60

DATE: December 16, 1959.

SUBJECT: "Mental Health in the North"

HEALTH & WELFARE

Agreed → What do you plan to publish in?

Your consideration and approval are sought for ultimate publication and circulation to appropriate government departments of the attached article entitled "Mental Health in the North".

Prepared at the request of Mr. B. G. Sivertz because of concern over possible hazards to mental health if the new townsite of Frobisher Bay, N.W.T. were developed along tightly packed urban lines (to economize on public utility costs), the article has attracted considerable attention among senior officers who have been given advance draft copies for comment. Favourable comments have been received from Doctor J. E. Gilbert, Doctor Eric Davey, Doctor J. A. Hildes, Doctor R. G. Laidlaw, Mr. J. K. Abbott (Chairman of the Isolated Post Regulations Committee), Mr. J. R. Baxter (Director, Personnel and Administration, Department of Transport) and others.

Why not send Reeve a copy for comment

It has been suggested that the article should be presented to the Civil Service Commission and possibly to officers of the Treasury Board since they are responsible for setting policy with respect to employment practices among the civil servants in the north who constitute a large segment of the population. Probably Mr. R. G. Robertson should be sent a copy.

N.H. & W. 2

Good idea

Mr. Preston and Doctor Davey are interested in seeing the subject explored in committee with personnel officers of other departments and perhaps in the Isolated Post Regulations Committee and would like to feel free to encourage further study using this document as a basis.

May we know your wishes and suggestions, please.

P. E. Moore, M.D., D.P.H.

Encl.

This is a very interesting paper. Well thought out. Congratulations to Dr Willes.

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

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P. E. Moore, M.D., D.P.H.

Encl.
JSW/bb

DRAFT

MENTAL HEALTH IN THE NORTH

Indian and Northern Health Services

1959

CONTENTS

MENTAL HEALTH IN THE NORTH

CHAPTER 1

Introduction

1. The development of Canada's north poses many questions in the personnel management and town planning fields that obviously lead to questions in the mental health field. The pace of this development makes it essential that answers be found soon.

2. How long should the "average" Canadian, brought from the south to the north to work, stay there on a single tour of duty? Is the Canadian who is willing to go to work in the north "average" in the first place? What kind of living conditions must be provided for him there? Should no expense be spared to duplicate for him the conditions to which he is accustomed in the south, or can he be persuaded that the north presents a wonderful challenge, the meeting of which makes it worth while living in a large wooden box perched amidst a vast bleak waste, minus the wide range of recreational facilities which in the south he takes for granted? Should his wife and children accompany him and if so, how can she be kept happy and they be given the opportunities for growth and development that most Canadians take for granted? What makes a man "bushed"; what is the etiology of this condition and how can it be prevented?

3. Apart from investigations done on behalf of the Armed Forces both in Canada and in Alaska, scarcely any research seems to have been done on the mental health problems of northern living. The paper by T.J. Boag entitled "The White Man in the Arctic" (8), with a page of comment by Sir Hubert Wilkins is well worth reading. The personnel selection and management experience of the Hudson's Bay Company Personnel and Arctic Divisions (12) is mentioned throughout this paper. The author is indebted to Dr. H.B. Sabean (13) for his useful criticisms and suggestions. No doubt the Russians have tackled these problems and it would indeed be interesting to find out their answers.

4. The Department of Northern Affairs and National Resources is planning a town at Frobisher Bay. If the pattern of the past is followed, this town will consist of a scattering of one or two storey wooden buildings, liberally spaced against the hazards of fire. This is what is being done at Inuvik. The cost of connecting all these carefully spaced wooden buildings with power, water and sewage disposal, to say nothing of roads, garbage removal, etc., is tremendously high. It would be tempting to depart from what has been conventional in the north and build a very compact town out of fireproof materials, perhaps under a single roof. Distances for public utility services could be so shortened that estimated costs would probably drop to a point where the idea would be very attractive indeed. But what would be the mental health and social problems in a monster "pentagon" of this kind?

5. This paper discusses these questions and is intended only as a target for further discussion, in the hope that a full and complete investigation of these problems will be organized.

CHAPTER 2

What is the North Like to Live In?

6. Fly into the north in winter, particularly the Eastern Arctic. For hours there will be nothing to see for 360 degrees around but a barren, uniformly uninteresting mass of white. Here and there there may be the odd bit of shoreline where, by peering closely through frost-encrusted windows, one can just discern where the sea ice ends and the shore begins. Depending on the area, there may be mountains, but the general impression is one of unbroken, bleakly majestic waste. After a few hours one may have the uncomfortable feeling that there is too much of it, that it is overwhelming. There may even be the pressing desire to get back to a place where the landscape gives variety to the eye, where death by freezing does not lurk behind the curtain of weather and isolation, where the certainties of life -- friends, food, shelter and amusement can be identified -- touched, smelled, seen, heard. As Sir Hubert Wilkins put it (8): "People used only to seeing things close to, such as buildings in a town, farm houses, forests, or even steeply contoured country are often bewildered when confronted with imperceptible horizons such as is frequently the condition in the Arctic".

7. Eventually someone on the plane points out -- with relief in his voice -- some small dots in the distance which, examined closely, one has to admit <u>are</u> different from the endless waste one has been looking at for the past few hours. From two or three miles away at three thousand feet these pimples of civilisation look comforting but terrifyingly insignificant against the backdrop of Arctic emptiness.

8. As the plane gets closer one sees the standard pattern of the northern settlement -- a sprinkling of wooden houses showing scarcely any colour contrasts, one or two radio masts, and as one gets closer, perhaps the odd moving figure -- usually

Eskimo (for the whites do not seem to move out-of-doors unless they have to). Dogs and Eskimos -- these are the things that move at northern settlements -- unless there is a road on which a white man can drive his heated vehicle.

9. The plane lands, usually on the ice of a lake or river and usually a little roughly. Out of the heated cabin, one descends perhaps into two feet of snow or on to an icy wind-swept runway -- certainly into a world of nipping cold, of excited, fur-clad Eskimos, dogs, glad-to-see-you white men muffled in parkas -- a world of quietness, freshness of air and extreme whiteness (against which the odd pile of garbage, dog faeces, frozen human urine, dirty dishwater, bones of animals or mechanical junk may seem faintly sacrilegious).

10. A Canadian from a town or city is likely to be struck immediately by the absence of noise, except for very specific identifiable noises such as the barking of dogs, the calling of people and perhaps the sound of machinery. In a southern city one accepts a background of general noise made from a mixture of many noises, none of which is specifically identified and against which one places the identifiable and familiar noises of one's immediate surroundings. But in the north, when the wind is not blowing, these same identifiable noises in one's immediate vicinity are heard against an immense backdrop of silence.

11. What is it like to live in such a settlement in winter? One has soon explored every inch of one's wooden house -- perhaps two or three bedrooms, a living-room, dining-room, a kitchen where one probably has to struggle with improvised systems for water supply and waste water disposal (inherited from the exasperated efforts of the former occupant), a lavatory where there is likely to be no running water and where the toilet is a cheap can affair reminiscent of summer cottage days, which smells and in which anything deposited must be able to bear the scrutiny not only of every member of the family but of the Eskimo help and of visitors.

12. From the point of view of the southern Canadian from an urban area, going out-of-doors is no longer a matter of slipping into a convenient topcoat, walking through the backdoor into the garage, enduring three or four minutes of relative cold while the car warms up and then proceeding an indefinite distance in comfort while listening to the car radio playing "Thank Heaven for Little Girls". Going out in the north means putting on a large and cumbersome parka (which musses the hair unless one wears a cap), perhaps putting on snow-pants, putting on outer boots and two pairs of mitts and then working one's way to a destination a few hundred feet away, often peeking and peering around the edge of one's parka hood, with one's eyes watering, as one pushes one's way into the wind. Even if the wind is blowing at one's back, there is always the expectation that it will be there in one's face on the return journey. Oh, there are fine days when there is no wind and there is a sharp crispness in the air; when the silence is beautiful and one has fleeting moments convinced that God cannot be far away. But there are many days when one struggles to move from point A to point B, cursing the wind, hoping one will not trip over a dog and get bitten; when one's journey may finish with the conclusion that this is an awful lot of work for a very small return -- what did I want to go over to the Jones's for anyway? As Dr. Boag expresses it (8): "While some of the inhabitants of these settlements do travel, in general it can be said that they deal with the climatic stresses by retiring from them as far as possible, into the shelter of their permanent dwellings. This is almost completely true of the 'temporary' group, as they are often bound by a schedule of duties, have not the knowledge necessary to look after themselves, and lack the contacts with the Eskimos, without whose help anything more than a short journey is impossible for them".

13. The mentally balanced individual, particularly the individual who has come determined to live in and with the country,

may be conscious of the dangers of this feeling and may resist it. He may take the attitude that although Mr. Jones may be cranky and Mrs. Jones ugly and a dreadful cook and he hates the way they have arranged their living-room furniture, they are better than nobody and probably need a visit as much as he does. Unfortunately many persons living in the north fail to come to such conclusions. As Dr. Boag puts it (8): "In the main, therefore, the effect of the climate comes to be exerted indirectly, by emphasizing their isolation and cutting off all activities outside their living quarters. As many of these settlements are quite spread out, the factors mentioned....may serve to isolate the various groups within a settlement from one another. An occasional man will spend a whole winter in his quarters without leaving them to visit neighbours half an hour's walk away, and quite commonly men will do this only on a couple of occasions during the winter".

14. Life is so different from that of the average Canadian city dweller -- restriction of movement, the ordinary details of life (water, drainage, lighting, cooking, defecation) made awkward, aesthetically undesirable -- converted from acceptable, taken-for-granted routines into daily nuisances that eat into one's store of patience, adaptability and serenity. One's range of activity is cut down drastically and so is the variety of one's developmental and recreational activities.

15. Dr. H.B. Sabean says (13): "The efficiency of an employee in the <u>small</u> Northern settlement is cut down by the percentage of his time that <u>must</u> be spent living. If he is over-ambitious or tries to 'build Rome in a day' he may be greatly frustrated by the time that must be used in servicing power plants, checking supplies, making out requisitions, keeping records, preventing food from freezing and/or thawing, changing stove parts, caulking windows, cleaning chimneys, filling in silly forms, etc. but it all tends to build an amount of patience that is intolerable to southerners; adaptability is strengthened".

16. In the mentally balanced individual — the man who is determined to "make a go of it", no doubt this is true. Unfortunately not all of those who go north are so balanced and motivated. Dr. Boag has found (8) that: "Observation during the winter disclosed little in the way of verbalization of feelings of depression; verbal expressions mostly took the form of indirect expressions of hostility. However, nonverbal behaviour frequently showed, to greater or lesser degree, apathy, lack of interest in surroundings, motor retardation, greatly increased hours of sleep, lack of attention to personal appearance and tidiness of quarters, and disinclination to undertake extra work or odd jobs, in spite of complaints of not having enough to do. Men would frequently start the winter with extensive plans for spare-time activities, only to fail almost completely in carrying them out".

17. In the north, instead of being able to choose one's friends, one has one's friends thrust upon one or tries to do without. There may be less than a dozen white people in the community. Most of the Eskimos are isolated by the language barrier and their manner of living. At most northern settlements (except military installations) there are a few white women. These may become the objects of special attention by the men in the community to the point where they may be treated like queens or on the other hand become storm centres for social conflict.

18. If you are a man and happily married, with your wife and family with you in the north, all may go well. You have constructed your own little social unit and if tentative feelers for friendship with others in the community do not work out satisfactorily, you can try to retire into your social unit. If you are single you may find social satisfaction in friendship with one or two of the other men or you may join a clique that takes sides that divide the community and are the cause of much friction and loss of happiness and work efficiency.

19. Sexual drives may or may not give trouble. R.R. Pinks (4), speaking of a series of isolated military establishments in the north, reports: "One of the most notable facts observed during the course of recording interviews was that the younger man who has apparently not established definite sex patterns, is much more content with isolated duty than are either married men, older single men, or young men who have formed definite habits of sexual intercourse". Charles S. Mullin and H.J.M. Connery (10), reporting on a group of 5 officers, 9 civilians and 25 enlisted men as an Antarctic IGY Station, report: "Isolation from women was not in itself a serious problem for the group or for any individual in the group, with the possible exception of one member who displayed excessively strong erotic yearnings during a brief period of personal emotional stress. Pin-up pictures were described by the majority to have existed in larger amounts than ordinarily observed in comparable stateside stations. To us, the amount of and interest in pin-up activities seemed almost extreme. Sex dreams, nocturnal emission, and masturbation showed variable frequency relationships: (1) a slight general tendency to increased frequency; (2) increased frequency more apparent during periods of inactivity and personal emotional stress and towards the end of the tour; reawakened phantasies are questioned here; (3) a rather less than usual frequency among the scientific group who were no older, on the average than the rest of the station members and who were among the busiest and the most preoccupied.....Of particular interest to the observers was a documented split of an organization subgroup into two cliques toward the end of the wintering-over year. Following this split, members in each clique refused to speak to members of the other clique except when absolutely necessary in the course of duty."

20. If you are a woman, you quickly get to the point where you know exactly what Mrs. A, Miss B and Mrs. C have in their wardrobes, how they arrange their furniture, who is a good cook

and who is not, who loves her husband and who puts up with him -- and who might like to have a try at yours.

21. On this scene shine the benign faces of the local Anglican clergyman and Catholic priest. Over everybody hangs a sinister umbrella of potential criticism, of the possibility of complaining letters back to Head Office, of the misconstructions that two to three thousand miles of distance and weeks of delay in the mails can place on what is written.

22. Is there usually enough for a man to do in the north? It might be argued that since an administrator must have somebody at Point X on the map to measure temperature, wind velocity, etc. he must have a whole man living at Point X, even though the time taken for all the chores may be only a fraction of a normal day's work. He cannot send half a man or an eighth of a man -- whatever may be the fraction of a man-day that is actually required to carry out the work. Therefore he sends a whole man. Unfortunately he may have had neither the time nor the necessity to determine what to do with the unused half man or seven-eighth man -- as the case may be. Worse than this he points out that, after all, Man A sent to Point X may drop dead. He must have the measurements. Man A must have time off and he may get sick. Therefore he feels compelled to send Man B in addition. The evil of not enough to do is therefore compounded. But is this all sound reasoning? Dr. H.B. Sabean thinks not (13): "This has certainly not been my experience. Usually one is so bogged down with routine work that time for getting ahead with projects and programs in which one is interested and could take some initiative is reduced to a negligible quantity. And worst of all it is never possible to show the office what you are spending your time doing! Most of my days began at 5 a.m. and finished at 11 p.m. or midnight -- about 15% of this could show up on work sheets".

23. The experience of the Hudson's Bay Company is interesting (12): "Some general remarks on the factors influencing the man who seems to be successful in the north.....the man who is busy is the man who can make a go of the north -- even if this means being busy in terms of keeping the home fires burning, keeping the generator going, doing the daily work, and taking part in activities on behalf of the community and in particular the native people whether they be Indians or Eskimos".

24. The modern Canadian, conditioned through years of education and experience in modern living, usually in city living, taking for granted the planning of almost every half-hour -- perhaps of almost every minute -- for work or pleasure, on arrival in the north finds himself in a different world entirely. If he has come to join an existing organization there may not be enough to do. On the other hand, if he is starting out on his own or working with a very small group he may find that the threshold of survival creeps so fearfully close that he must wear himself out at unaccustomed tasks just to maintain life itself. A glance out the front door reminds him that the terrain and the weather inexorably exist, willing enough to swallow up the unwary and go on existing to the end of time; a world in which he may start with friends and end with enemies; where the environment and the walls of his house seem to close in like the merciless walls of a prison; where the daily business of working, cooking, washing dishes, feeding the children, putting on his clothes, going to the toilet, washing his clothes, visiting the neighbours, maintaining his premises and keeping warm, have changed from a rather easy ritual to an actual struggle; where he may get the feeling in carrying on this struggle that he must have been mysteriously and suddenly transported backwards in time to the days of his great-grandparents, who took it for granted that they must struggle with a refractory stove, wash clothes by hand, empty the slop-water in a proper place outside the house, work a pump-handle or a bucket to get even a small amount of water, pass

their water into a smelly can or a draughty outside toilet, keep the oil lamps clean and light them or go to bed with a candle, fetch and carry like a coolie; when printed matter was treasured, when a visit from a friend ten miles away was a luxury and when, if they wanted music, they had to make it themselves.

25. If he came directly from a southern Canadian farm ten miles from the nearest town, our prospective northerner might scarcely see anything unusual about all this. Unfortunately he will not have come directly from a farm; he will be a radio operator, a doctor, a college graduate sent north as a Northern Service Officer, a nurse, or a meteorologist or a teacher, used to city life, a person who probably sought after education or vocational training in order to be able to have the pleasures of city life, perhaps deliberately to get away from farm chores and "better his lot" — the very type of person whose tendency is to dislike southern Canadian farm life, to say nothing of a life even more isolated and less interesting.

26. He may well come to the point where he says of the north: "I do not like living under conditions that were acceptable to my great-grandparents. The world has come a long way from that time. Why do I have to put up with this state of affairs? How did I get into this anyway?"

27. By experiment he may find that he can divert his attention from the wide, bleak horizon of his arctic prison and this tendency to enervating introspection if he focuses his mind on detail — if he can get absorbed in the Eskimo language or the making of wooden ships in bottles or the fascinating insides of his radio set. Almost instinctively he avoids looking at the woods and concentrates on the trees, as it were — then on a single tree and finally not on a single tree but on the hind leg of an ant crawling up one of the furrows in the bark on the north side of a single tree. Keep looking at that hind leg,

he tells himself. Look at it hard. Do not let your eyes wander even to the furrow in the bark, let alone the tree and certainly not the woods -- you might explode mentally. Close off your mind to all the other possibilities, become fascinated by the details; in them you will find salvation. Oh, if only there really were trees to look at!

28. Dr. Boag (8) points out that this "progressive restriction in the individual's field of attention" occurs "particularly when there is prolonged exposure to real cold and discomfort..... This shows itself first as a loss of interest in events outside the camp, then a decline of interest in other groups on the site, and finally in a lack of interest in other individuals in the same group. Under severe conditions of cold the individual's attention becomes restricted to keeping his body warm and putting food into it."

29. Charles S. Mullin and H.J.N. Connery, reporting on the Antarctic IGY Station personnel (10) state: "A considerable number (about one-third) indicated that they experienced rather marked and unwonted difficulty with memory or concentration. Usually this was noted only after several months on the ice. Usually the difficulty was referred to as a form of absentmindedness, wandering of attention, or inattentiveness. In two cases, however, the difficulty was fairly extreme and took the form of mild fugue states. The individual would recall leaving his quarters, but nothing thereafter, until he "came to" moments later in some other part of the camp wondering how he got to that area and why he was there. One or two members were reported as demonstrating a marked degree of preoccupation and inattentiveness during conversations with another member that was irritating and puzzling".

CHAPTER 3

What Kind of People Go to the North?

30. What kind of people go into the north? Are they different from other Canadians because they go into the north? Would it be fair simply to take the "average" Canadian city dweller and try to speculate on how he would fit into this kind of life? Or are we not really dealing with types of people who are somehow different to begin with, because they accept employment in the north?

31. People probably go to the north for one or a mixture of the following reasons:

a. They are young, enterprising and need the money. Theirs is a short stake. They are keen enough to go in for a short haul and do a good job providing they can save enough money while they are there to come out and get further education, to invest in business, to travel, etc. Usually the reason is further education with the object of further advancement. They are lured by the opportunity for gain and advancement, education, prestige and a brighter place in the sun. By Canadian standards they are normal; these are the usual objectives of Canadians. A few of these people may remain in the north, captured by a vision of the possibilities for the development of the north — for a bright place in the northern sun — but the majority of them cannot see this far; they do not want to stay in the north, but they are honest enough to do a good job while they are there.

b. People with a greater or lesser degree of missionary spirit. These are people who are impressed by the need of the Eskimos for religion, health, economic assistance, housing, education, etc. They like a challenge. This challenge is clearly identifiable — the Eskimos cannot read English; let us teach them to read English. 23% of

the Esimos babies are dying before they reach the age of one year; by all means let us try to save these babies. A few of these people will be able not only to go into the north well trained and with a balanced outlook but, because of their inner resources, they will be able to remain balanced and contribute to science, education, business, culture and health in the north. Some of them will go in poorly trained and poorly prepared, starry-eyed with good intentions, with their Holy Grail shining brightly before them but not knowing quite how to go after it. There is probably nothing worse for the north than the fanatic who lacks training and experience to go after his goal, for in his thrashings around, in his uncouth graspings for his treasured objective, many others may be mown down or pushed aside and even whole communities upset. The remainder, those who go in with only a small measure of missionary spirit, with insufficient training and experience, probably become disillusioned or else their missionary spirit dies within them and they end up as cynics, even working in a negative way in their northern community. Nothing is right for them; no system will work; no idea is worth trying; all is lost. For such, the end is tragic indeed — they have lost faith in the beliefs of the past, they hate the present and they are scared of the future. They know somehow that they are not making a contribution in the north, they realize that they have lost their joie de vivre and they have an uneasy feeling that if they were to go to the south they would be completely unable to cope.

c. Those who see in the north a place of escape. They have failed to reach their objectives in the south. They wanted to be bigger, more successful men and women in the south but somehow they did not have enough training or experience or "stickability" or something. Others have

passed them by and they have seen their future in the south as a forlorn and dull routine. Perhaps in the north they can make a fresh start. Perhaps the north will give them a place in the sun if only because in the north there will be so few other people to stand in their way, to cast shadows across their pathways. Better to be one of half a dozen white men in a northern community than to be only one amongst 60,000 in the south. In the south anonymity swallowed them up; perhaps in the north they can push their way out to stand as individuals recognizable from the rest. Dr. Boag mentioned this in 1952 (8): "A form of satisfactory adjustment seen in the 'permanent' group is that of the man who, in his role, for example, of trader, assumes many responsibilities toward the Eskimo and derives satisfaction of his needs for power and prestige from this paternal position. However, in this age of opening up the north, and provision of increased social and other services, the day is likely to come when he is called upon by a new arrival to share the attributes of his position, and then strife is liable to develop". It is interesting that, in 1959, this is the experience of the Hudson's Bay Company (12): "...activities on behalf of the community and in particular the native people whether they be Indians or Eskimos. It was felt that as these other activities, outside the regular business of the Company, which have in the past fallen to the lot of the Post Manager, are removed with the arrival of Government officers brought in to do them, the Post Manager will like his job less and less. In other words, it has been important to the Post Managers to have felt needed in the north; they have made a place in the sun for themselves; they have been important in the community. Often they have administered local health services and taken an interest in the welfare of the native people."

d. Then there are the visitors, particularly the Very Important Persons. Some of these will tell you how much they would like to be able to spend more time in the north away from their desks. While the words are emerging from their mouths at least some of them will be thanking God in their hearts that they do not have to go too often! When this type of person goes into the north, he goes by aircraft and makes sure the pilot keeps the engines running. He descends upon the hapless and lonely northerners secretly enjoying the fact that these lonely people will be so delighted to see him that he may sit in their front parlours for hours (God forbid that he should be weathered in for a week) drinking their coffee, eating their food and, speaking with false compassion or even with the voice of the Pharisee, regale his wretched hearers with the latest news of the south. Only the worst of the visitors are like this, and of course none of them will admit any degree of this attitude.

32. Broadly speaking, these are the types of people who go into the north. They come from a southern world of material conveniences, of tremendous variety and colour; where the touchable, smellable, tastable, audible and visible are worshipped; where for most of them the only acceptable dreams are of further material benefits. They come from a world that places a premium on security and comfort, where the five senses are pampered twenty-four hours a day. This is the world of the beautyrest mattress in the thermostatically controlled atmosphere at 70 degrees Fahrenheit in the spotless bedroom on the relatively quiet street; where the clock radio tells the time to the nearest second and wakes the sleeper in the morning to the pleasant drool of the radio announcer's voice; where the bathroom with its gleaming tile, its hot and cold water at the touch of a finger, its flush toilets to whisk away the faeces and urine, the easy daily shower or tub bath, the freshly laundered towel, make it so easy to be sanitary.

33. While provided with a comfortable environment and relative security, with few worries about the source of his next meal, the southern Canadian starts his day surrounded by an atmosphere of relative (if at times artificial) courtesy. No dogs will bite at his heels; the bus conductor may even say "Good Morning". On the bus he will have a range of ladies and gentlemen to look at. On the way he will see different cars, a variety of shop windows, his mind will be filled with little wonderings such as whether the fat lady running to catch the bus will make it or not? He may even be zealous enough to scan in his mind the day's work, setting out ahead of him, like markers on his daily course, the anticipated pleasures, the rewards that he can buy for himself to offset the day's irritations -- tonight's date for bridge, or the movie he will see with his wife or the delicious prospect of what Mrs. Smith will look like tonight when they go there for supper, or the fact that he will see Joe for a beer on the way home, or that tonight he plans to lay the last forty square feet of tile on the basement floor. If he travels by car, he travels in warmth and probably with music at his ear.

34. And what of his wife? She has breakfast to get and the children to get off to school, but she can do it with a minimum of inconvenience -- the electric frying pan will do their eggs, the electric coffee percolator will do their coffee, the pop-up toaster solves the toast problem and the frig. is filled with milk and eggs and butter and fruit and cheese. Once she has packed them off she has a delightful morning. She may have her eyes focused on her house to the point where she actually looks forward to vacuuming the living-room carpet or buying new drapes for the girls' bedroom, or baking cakes for the church bazaar even though she knows that in between she must perform a few nasty routines such as dishwashing, putting the children's clothes through the automatic washer, dusting the bric-a-brac and washing the bathroom floor. After all, this afternoon she

will be playing bridge with the ladies at Mrs. Jones's or she may be visiting the shopping centre or she may even decide to go downtown and look for a new hat. Her five senses will be stimulated pleasurably one way or another. Her chores have been reduced to the absolute minimum of effort and frustration.

35. On the other hand she may give a lick and promise to the house and rush down to an office job. But here she has Johnnie and Billie and Joannie and the boss and there are the coffee breaks and the quick runs into the shops during the lunch hour, all of which are compensations for "sweating it out" at a typewriter in between times.

36. And then there are the evenings and the weekends. They can go places. If it isn't a movie, it's a cocktail party, or a visit to the Smith's, where the husband can look at Mrs. Smith and the wife can look at Mrs. Smith's clothing and furnishings and both of them can gossip about Mrs. Jones. And then if they really get fed up they can jump in the car and go down to Montreal or even New York, or they can go up to Pembroke and see Aunt Mary.

37. And then, when the worst comes to the worst and they are too tired to go to a movie or Mrs. Smith hasn't invited them for dinner, they can always watch TV and through it be lifted intermittently (when someone isn't talking or the baby isn't crying) into a different world where you can be shot if you want to be shot or you can shoot someone if you want to shoot someone or you can ride horseback along the edge of the Grand Canyon, or you can kid yourself that pretty Nora was made for you, or Michael Anthony comes in and hands <u>you</u> a cheque for a million dollars!

38. For many, life has become the dangling of the five senses into the environment like so many fishing lines -- the trial and error method of finding pleasure. I think I'll put out my nerve ending of vision and see what I can see for

tonight -- for the next hour -- for the next five minutes. Perhaps if I go to such and such a place I can extend my nerve ending of hearing and someone will tickle it with a new joke or something about Annie Brown that I haven't heard already. I think I'll go upstairs and wash my hands because I do like the feel of warm water and I'll brush my teeth because that new toothpaste tastes so nice.

39. There are other things to look forward to -- things that the "average" Canadian knows are good for him and which some cling to for dear life -- the weekly church services and the week-night church activities; the strange and not too clearly identifiable elation that comes from rolling an honest pile of bandages for the local hospital or the St. John Ambulance Brigade; the secret thrill of a well-conducted Sunday School class or a good sermon or a well trained and experienced choir or a friendly church supper; the local outing to the Boy Scouts or Girl Guides or young people's group, which may produce, by a sort of rubbing-off process from soul to soul as it were, refreshment of the mind and rejuvenation of the spirit.

40. For the "average" Canadian his home is his castle, the place where he can burp loudly, shout at his wife without being heard by his neighbour, put his feet up or take his pants down without embarrassment. It is the place where the necessities of life are usually handled with a minimum of irritation and hard work, where physiologically the human machine is able to turn over with a minimum of effort, with a minimum of standing on guard, with the fences down and at least five or six of the seven veils temporarily hung in the cupboard. All this with the knowledge that at the flick of a switch, if the moments begin to drag, a good musical or a western or a hockey game can be spread before his eyes and ears, a car lies in the garage that can take him three hundred miles away and back in a weekend or that in exchange for a few dollars, he can buy, within a radius of ten miles, anything from a bobbypin to a model aeroplane or a Havana cigar.

There is church on Sunday but he doesn't have to go. Louis Armstrong is coming to town next week to play St. Louis Blues or something (does it matter?), but of course he can always put the same thing (on LP) on his phonograph if he cares to rise from his lazyboy chair!

41. A tremendous variety of means exist whereby the five senses may be stimulated pleasurably. Very few circumstances demand the stimulation of any one of these senses for any length of time in a way that is not pleasurable. The "average" urban Canadian lives in a world of constant alternatives where if he doesn't like one way, he can usually choose another, with respect to the little details of minute to minute existence. And for those who do not depend entirely on stimuli coming up their nerve endings from their environment to flagellate their jaded nerve cells or tickle their fancy, there is a multitude of ways and means for creative action, for fascinating speculation, for study, for discussion or gossip.

42. Now consider that a man used to this kind of existence may be asked to go to the north to face, with the suddenness of air travel, a completely different world where he no longer has a wide range of stimuli for his five senses, where he does not have nearly the same resources for debate and gossip, where there are not nearly the same materials within his grasp for creative effort. He must change suddently the focus of his daily living from the broad spectrum provided by city life and TV to the narrow immediate foreground of a northern beach. Whereas in the south he may have had 2,450 ways of stimulating his visual apparatus, he is now limited to 53. Whereas in the south there was a constant backdrop of noise and a foreground of perhaps 100 different noises that he could identify, he now listens to perhaps 15 or 20 identifiable sounds against a backdrop of silence or of a howling wind. His tastes are limited to the food and drink that he (or his predecessor) ordered twelve months ago by requisition and that now stands stacked in his storeroom where he can see

the full extent of the possibilities for the stimulation of his taste buds. Where before he could touch the familiar wheel of his car and make its engine roar at his bidding, he probably cannot drive a car because there are no roads. Where before he might shake two dozen hands in a week, he now shakes one or two or none. Where before he touched many hundred of objects in a week, he is restricted now to the familiarity of his outer door, the lavatory doorknob, the knobs on his radio set or the pump sitting in the fuel oil drum outside the back door. Even if he wants to touch more objects, he can see with his eyes everything that is touchable and after that there is nothing to touch but ice and snow. If he does not have inner spiritual resources and imagination; if he has not made many interesting pathways in his memory or if he cannot retrace these pathways serenely and with a touch of amusement; if he cannot put two and two together and continue to wonder that he gets four; if he is not curious to know whether or not he really could learn Eskimo syllabics; if he does not relish the fact that he always wanted to read Churchill's Memoirs and now has the time; if he cannot mix honest compassion with sane reasoning and creative community effort, he may very likely end up, mentally and emotionally if not physically, a liability to his employer, a drag on his community (even a danger) and a costly problem in rehabilitation.

43. It is not hard to arrive at the conclusion that if a man is not balanced enough to live happily in the south, surely he cannot possibly function successfully in the north. Sir Hubert Wilkins says (8): "In general I would say that the proper man for service in the Arctic is the average, common-sense man with keen sensitivity and normal physical and mental ability. The Arctic is no place for the subnormal, a difficult place for the supernormal, and impossible for the supersensitive man who lacks control". The conclusions of a senior officer of the Hudson's Bay Company in this regard are interesting (12): "The question was asked whether.....young men from rural backgrounds

and low socio-economic status made the best northern employees. He said no, he did not think that this was necessarily the case although apparently his top management did not agree with him. He pointed out that it is quite possible that a young man who had left the farm to seek a job with the Company may have left the farm because of discontent with the simpler life there, being enamoured by the bright lights of the city and that this very discontent might reflect in poor performance in an Arctic posting. On the other hand he agreed that they (the Company) were not looking for men of genius for the north, that there was some merit in the steady man of only ordinary I.Q. who was neither too much of an introvert nor too much of an extrovert. He has used the term "endovert" for the type of man he has in mind -- a type of man who runs a middle course".

44. One might well ask why the Eskimo, living a native way of life without many comforts or much variety of entertainment, spending a large proportion of his time engaged in activities designed simply to keep him alive, lives such a serene and happy life? Is it not because his life is a simple one, because he has never invented for himself a rat-race, because he has not put too much emphasis on time and space relationships, because he is resigned to the hazards of his existence and if sickness, hunger, or mortality come, can accept them? So can a cabbage in a field.

45. The fact is that the "average" Canadian is not an Eskimo. Whether or not he likes it, he is running on his treadmill and in seeking greater heights of bliss, he has pushed ignorance aside. But there are some southern Canadians who have been able to avoid the treadmill or see it as an evil machine; who have developed inner resources against the pressures of modern life and perhaps in so doing have become a little unusual perhaps to the point where they are called "squares" and actually begin to feel ill at ease in the south. For them the north may appear as a Shangri-la and the Eskimos as kindred spirits. Does

this not put them, however, even if they are well educated and well adjusted, in the class of escapees mentioned above? Because they have the discernment to be troubled about the southern rat-race, a tour in the north may turn out to be a welcome escape and yet in so escaping they may, in the quieter atmosphere of the north, render very excellent service and find for themselves a haven of comparative serenity. Are we then to assume that the best recruit for the north is the iconoclast of the south, or the man with hermit instincts, or the practitioner of yogi?

CHAPTER 4

Selection of Personnel for Northern Duty:

46. The following extract from "Commercial Study -- Frobisher Bay Airport", by the Economics Division of the Department of Transport, dated 27 May, 1959, is of interest: ".....to bring a man in by commercial air carrier costs $130.00 at present. Salaries must be high to attract desirable personnel. Bringing in supplies by aircraft costs $0.36 per pound. East Coast Carriers, who currently pay the lowest salaries at Frobisher, state that the costs of maintaining a person for a month average out at $923.00. This would include salary, meals, accommodation, transport, etc. Secondly most people employed by commercial firms, especially skilled personnel, are under employed in output terms for a substantial part of the year. Thus man hours of productive work must be regarded as being extremely costly".

47. It is obvious that the selection of the right types of personnel for northern duty is exceedingly important, not only to prevent unnecessary expense in transportation and medical care but to promote efficiency and prevent manpower wastage. Surely every employee sent into the north who breaks down and perhaps causes friction in a community is holding up the development and work of that community. Sometimes the mental and physical writhings of a single unsuitable or disturbed person can upset a whole northern settlement for months.

48. One would expect that Government Departments would long since have worked out criteria by which to judge prospective northern personnel and would have devised tests or special interviewing techniques to weed out those likely to prove unfit. Nothing of this kind appears to have been done, perhaps because the laws of supply and demand have usually determined that a man willing to go to the north was going to go to the north anyway, whether or not he was wholly fit, because nobody else was available. After all, there is no point in having a system

for determining whether or not a registered nurse will do well at a lonely northern nursing station if you have only two volunteers to fill five positions that must be filled! Nevertheless it is hoped that at some time in the future techniques will be developed that will ensure that square southern pegs are not squeezed into round northern holes. Something might be gleaned from (15).

49. The personnel selection methods of the Hudson's Bay Company are of interest (12):

"The Company finds that the Scottish young man is more mature than his Canadian counterpart, has a sense that at the age of 17 he should go out and earn his daily bread; he is less pampered than the Canadian boy and does not expect quite as much continued support from his family; he has a sense of independence.

"The application form they use is fairly standard..... they do not necessarily give the applicant this form to fill in until they have interviewed him and determined whether or not he would be a likely candidate. Of particular interest is their Applicant Appraisal Form. This is not a form for the applicant to complete but rather for the interviewer to use as he interviews the applicant. It is divided into a number of main headings as follows:-

(i) Motivation,
(ii) Experience,
(iii) Stability and maturity,
(iv) Social adjustment,
(v) Potentialities,
(vi) Temperament and personality.

"Against each of these there is a heading marked 'Comments' and another column marked 'Rating and Remarks'. The rating is divided into three grades -- Above Average, Average and Below Average.

"Would it not be desirable to have the applicant complete this form himself or if this were not feasible develop another form which went into the question of religion, attitude towards sex, segregation of races, education, and other concepts, approached from a philosophical standpoint? Apparently the Company has already tried the Minnesota Multiphasic Tests and found them somewhat misleading. Having the applicant fill out forms takes up a good deal of time and if they contained questions similar to the ones on the Applicant Appraisal Form (as now used by the interviewer) they would simply put the applicant on his guard and the written result would be somewhat warped. The questions on this form are used only by the interviewer under present practice and they are put to the applicant 'cold', so that he has no warning of what is coming. In this way the interviewer gets a much better idea of what the applicant really thinks. The Head of the Company's Personnel Division puts great faith in the personal interview conducted in an organized fashion but agrees that he has no pat "scientific" questions or ways of measuring the suitability of an applicant -- the way he goes about it is very much an art rather than a science although he agrees that there is a great need to pin down the criteria by which a good man can be detected.

"The applicant is examined in stages. He is put at his ease by asking for ordinary reference data and then he is told a little bit about the aims and objectives of the Company and the nature of the work and whether or not he is still interested is assessed at this point. If he is still interested he is taken on a step to a description of the north and finally is asked the sort of questions on the "Applicant Appraisal Form" if he

is still interested and the answers up to this point have seemed to indicate that he would be a suitable candidate.

"After this the Division Manager is given a chance to assess him. An important point is that the answers written by the Personnel Division interviewer on the "Applicant Appraisal Form" are not made available to the Division Manager; he is expected to ask his own questions and come to his own conclusions.

"The Company does not believe in bribing people to go to the Arctic. They pay ordinary wages and they do not depend on giving a high cost of living allowance... ...$175.00 a month with $50.00 a month deducted for board being the wage offered the young Scottish lad who comes into the Company as a clerk at a northern post.

"In following up their personnel who have been posted to the north they rely on efficiency rating reports which are completed on personnel by Post Managers and Divisional Managers. They use an efficiency rating form not unlike the one used in the Civil Service."

CHAPTER 5

How Are the Needs of the Canadian Going North to be Satisfied?

50. If we are going to be able to recruit well-trained, balanced Canadians to go to the north, what must we provide in the north to satisfy their needs? Surely we must provide the worker with a job that is interesting, offers a variety of activity and challenge and takes a fair proportion of the hours in the day, perhaps even more hours than are considered reasonable in the south. The worker must be convinced beforehand that the job is worthwhile doing for its own sake and that through doing it well he will be able to grow in knowledge and experience and will be able to advance in every way. One would not expect to achieve these objectives by sending a man into the north to do tasks which would occupy him for only a few hours a day. By all means let him have a job that takes eight or ten or even twelve hours a day to do and let him get good and tired -- in a healthily physical way -- doing it. It may be necessary to pay for overtime in some instances, but this extra expenditure may prove cheaper in the end than the expenditure on emergency visits by senior personnel to straighten out the after-effects of personnel breakdowns due to boredom.

51. It goes without saying that we must make the worker's environment as comfortable and convenient as we can -- plenty of heated space for working and living, with hard physical labour reduced to a minimum, all the usual comforts for eating, sleeping, defecating, washing, study and recreation. And yet we must not overlook the fact that in a sensible quota of work lies one of the secrets of mental health.

52. Surely half of life consists of being able to look forward to something with pleasant anticipation and this can be the pleasant anticipation of a variety of challenging tasks to be done as well as the anticipation of mere pleasurable experiences. If we can so organize work and play in the north that

the average individual constantly has something to look forward to (besides the date on which he boards a plane finally for the south), perhaps we shall have solved the problem.

53. It seems extremely important to accept the expensive proposition that to be really happy in the north the capable, balanced and therefore most desirable type of worker must have a home. This means providing him with accommodation for his wife and family and providing all the ancillary community services that go with Canadian home life. If we mean what we say about opening up the north, these things are implied -- good housing, churches, schools, hospitals, community halls, gymnasia, shopping centres and a reasonable amount of coming and going.

54. The well balanced man who has his job and his wife and children, given a reasonably comfortable life, with daily interests and a chance for advancement, watching his children develop, should be able to function well enough in the north. His children, at least while they are still young, will adapt successfully, taking Eskimo playmates for granted. But another person has been brought into the north, a person who no longer belongs to the age when obedience and faithful following in demure silence were standard procedure -- the man's wife. In her happiness with him and the children lies the key to the success of the whole family unit. If we can keep her busy without drudgery, making sure that she has ways and means of feeling that she is not an appendage transported into the Arctic as a convenience for her husband but that she has a role to play in the north -- whether it be in voluntary work extra to her home or actually in a part-time task for which she is paid, we shall probably have solved the problem of keeping her happy. Let us admit from the start that if we can place the wives with their husbands and keep them happy we have gained more than half the battle. A lot of expenditure is justified to achieve this.

55. The Hudson's Bay Company's experience is again useful on this subject (12):

"Whereas the Company considers it important to provide for the material needs of their northern people, they do not believe that they should bribe them to go into the north and their wage scale is therefore from a monetary standpoint not excessively attractive.

"The Company takes a lot of trouble.....in designing the house and in providing for the material comforts within the house..... They provide a post library and they send 30 or 40 paper-backed books to the post each year and they provide for a system of exchange of books between the posts.

"The Company believes very much that it must build esprit de corps by giving its people in the north the feeling that they are backed by the Company and that the Company is thinking of them. The Company goes out of its way to strengthen this faith by helping them with their personal affairs, doing banking for them or arranging insurance for them, helping them with arrangements for weddings, for the education of their children, giving them special care when they are sick, circulating the journal "Moccasin Telegraph" amongst them and making it newsy, containing many pictures, inviting ideas and offering rewards for ideas.

"The Company pays a lot of attention to the ration list or the 'messing list' as they call it.

"Occasionally they send into the north what they call 'surprise packages' containing foodstuffs, for instance dehydrated fancy food packages which they send up together with a questionnaire inviting comments. In this way they create the sense that the Company is interested

in the lot of its northern workers and is seeking constantly to find ways of improving their lot.

"The Company realizes the adjustment that wives must make. It was pointed out that the difficulties in adjustment include the fact that the Post Manager and his wife do not have a sense of ownership because the house and its furniture belong to the Company.

"Probably the possession of a fairly extensive medicine chest with a manual of instructions has prestige value with the Post Managers".

56. The general recommendations contained in the so-called "Bolling Report" (4) are of interest, even though they refer to isolated military-type establishments:-

"(a) Adequate housing and living conditions should be made available for personnel sent to Arctic stations. These should be complete and pass rigid inspection before any personnel arrive for duty.

"(b) Skilled and competent mess personnel should be assigned.

"(c) A supply of good drinking water should be furnished. Beer and soft drinks will also be of value for morale purposes.

"(d) Detachment commanders should always be replaced by competent officers when on leave or otherwise absent from the station.

"(e) Care should be taken to avoid the selection of personnel with records of drunkenness or serious misconduct of any sort when screening men for Arctic duty. Those with excessive family or personal problems should be rejected. It is believed that younger men may adjust better to isolated

Arctic conditions, although the evidence is as yet inconclusive.

"(f) When possible, the tour of Arctic duty should probably not exceed six months, unless a man volunteers for a longer tour. In any case, the maximum amount of time should not exceed one year.....Leave should be given at least once every three months with transportation via military aircraft to some point in the continental United States being made available.

"(g) Considerably more attention should be given to special service and recreation equipment for these stations. Research might well be accomplished in this area, and certain summary statistics on recreation preferences may be available from data already collected.

"(h) The services of a chaplain should periodically be made available at Arctic stations.

"(i) The leadership ability and common sense of the Detachment Commanders appears to have a greater than usual bearing on the morale and efficiency of the isolated personnel in the Arctic and it is recommended that officers serving as Detachment Commanders should be emotionally stable individuals with a minimum of one year of previous satisfactory command experience."

57. If the north is going to attract more and more of the right type of individual -- as Sir Hubert Wilkins put it (8), "the average, common-sense man with keen sensitivity and normal physical and mental ability" -- what must be done to make it attractive? Surely a beginning can be made by taking note of the basic principles of healthful housing -- the immediate

environment in which the northern family must spend so much of its time. These have been authoritatively defined (14) as:-

A. Fundamental Physiological Needs:

1. Maintenance of a thermal environment which will avoid undue heat loss from the human body;

2. Maintenance of a thermal environment which will permit adequate heat loss from the human body;

3. Provision of an atmosphere of reasonable chemical purity;

4. Provision of adequate daylight illumination and avoidance of undue daylight glare;

5. Provision of admission of direct sunlight;

6. Provision of adequate artificial illumination and avoidance of glare;

7. Protection against excessive noise;

8. Provision of adequate space for exercise and for the play of children.

B. Fundamental Psychological Needs:

9. Provision of adequate privacy for the individual;

10. Provision of opportunities for normal family life;

11. Provision of opportunities for normal community life;

12. Provision of facilities which make possible the performance of the tasks of the household without undue physical and mental fatigue;

13. Provision of facilities for maintenance of cleanliness of the dwelling and of the person;

14. Provision of possibilities for aesthetic satisfaction in the home and its surroundings;

15. Concordance with prevailing social standards of the local community.

C. Protection Against Contagion:

16. Provision of a water supply of safe sanitary quality, available to the dwelling;

17. Protection of the water supply system against pollution within the dwelling;

18. Provision of toilet facilities of such a character as to minimize the danger of transmitting disease;

19. Protection against sewage contamination of the interior surfaces of the dwelling;

20. Avoidance of insanitary conditions in the vicinity of the dwelling;

21. Exclusion from the dwelling of vermin which may play a part in the transmission of disease;

22. Provision of facilities for keeping milk and food undecomposed;

23. Provision of sufficient space in sleeping-rooms to minimize the danger of contact infection.

D. Protection Against Accidents:

24. Erection of the dwelling with such materials and methods of construction as to minimize danger of accidents due to collapse of any part of the structure;

25. Control of conditions likely to cause fires or to promote their spread;

26. Provision of adequate facilities for escape in case of fire;

27. Protection against danger of electrical shocks and burns;

28. Protection against gas poisonings;

29. Protection against falls and other mechanical injuries in the home;

30. Protection of the neighborhood against the hazards of automobile traffic.

58. Surely the above must be fundamental, and yet buried in words such as "opportunity for normal family life" and "opportunities for normal community life" and "possibilities for aesthetic satisfaction in the home and its surroundings", lie a lot of details extremely difficult to describe and even more difficult to supply in the north.

59. So far, attempts in the north to duplicate the standards of southern Canadian living have been based on practices that have developed empirically over the years. The southern Canadian home builder knows wood better than any other material. Therefore, he builds his houses in the north of wood. He hesitates to depart from the "known" of wood into the "unknown" of indigenous materials such as rock, sand and pebbles. For example, he is toying with the idea of aero-concrete for northern building, but seems a bit hesitant about giving it a good try. Only a few adventurous Roman Catholic priests have tried (apparently with some success) building in stone.

60. It is the same story with respect to sanitation, recreation, schools. Quite naturally the tendency has been to duplicate in the north all the conveniences of the south, partly because there does not seem to have been enough scope for creative effort in the north (faced with problems of expenditure, the

southern office-bound administrator will naturally select the course which seems least risky to him -- the well-tried southern course) and partly because, living in an age of mass production, a refrigerator had to be a southern refrigerator, a space heater a southern space heater, a vehicle a southern vehicle. It would have been too expensive to produce items specially for the north for a population of only 20,000, 40% of them Eskimos living just this side of the Stone Age.

61. So long as the northern settlement consisted only of ten or twenty buildings put up by four or five different agencies more or less at random, the southern technique of building in wood and stuffing the resulting large wooden boxes with items ordered from the mail-order catalogue worked fairly well. If the agency concerned ran into personnel problems, these could be solved without too much difficulty because only a few individuals were concerned and these could be replaced. Even so, placing a worker in the north was a costly undertaking.

62. Sending the worker alone and housing him in a smaller, cheaper type of wooden box with fewer comforts, but paying him more and keeping him there for a shorter tour of duty has been tried. This seems to work for about the first few months, when some workers begin to show signs of wear. Many more have had enough at the end of six months to a year. Some can stick it for longer -- a very few indefinitely. The process of getting "bushed" has a long incubation period; actual crack-up probably does not occur in most "normal" individuals until many months after they have started checking off the days until their "time is up" and the plane will take them south again.

63. The needs of defence, of modern air travel and of the search northwards for minerals have increased the number of personnel sent into the north. Northern hamlets are growing into villages and some of them into towns. Techniques that worked for the tiny isolated settlements are not proving as

successful for the larger communities where the social interplay of 30, 50, 100 or 200 families is producing new problems, from sanitation to social welfare. It has become increasingly obvious that a new approach is needed to solve the problems of northern living, particularly if Canadians are to get over the idea that the north is only a place for a quick financial gain over a short haul.

64. Evidently northern living conditions must be carefully examined, basic principles of construction, of sanitation, of the physics of cold, of moisture, of insulation must be re-examined and freshly applied, without fearful regard to the hide-bound prejudices of southern experience and yet with enough common sense not to discard too quickly practices found successful in Edmonton, Cochrane or Prince Albert. The stage is set for administrative daring, born out of dissatisfaction with past experience in the north and taking heed to the vox populi of northern communities.

65. The conclusion has evidently been reached that the answer to economy in the north is proximity. If the houses can be built close together -- up against each other and one atop the other -- public utility service distances can be shortened and operating costs cut drastically, since it is the cost per foot of installing, operating and maintaining public utility services in the North that makes living there so expensive. This makes it essential to put wood aside as a building material and take to concrete or some other fireproof material.

66. In the urban communities of the south, proximity has already shown itself to be a sensitive and touchy creature, capable of good but also capable of generating hatred and murder. If we are to have proximity at Frobisher Bay, how is it to be handled so as to make maximum use of the good without inviting the evils? In addition to the basic principles of good housing enumerated above, what criteria should we adopt that can be

handed to the architects who must put aside the blueprints of the southern past and pluck a new town design from the 21st century?

67. The following are suggested as important considerations in planning northern communities, particularly the type of compactly built, close-proximity housing envisaged for Frobisher Bay:-

a. Strict adherence to the principle that every Canadian's home is his castle. The family unit must be the basis of planning and everything possible should be done to ensure complete family privacy (e.g. the walls between the family units must be sufficiently well insulated against the transmission of noise so that a man can burp loudly or fight with his wife or play the violin without fear that his next door neighbour will hear what is going on). Privacy by the standards of the modern apartment house would not be good enough — there must be enough money spent on sound-proofing to give the family the kind of privacy enjoyed in detached houses in the south.

b. Distribution of family units in small groups separated from each other by community facilities. This means placing say not more than ten to twenty families together in one housing block and then having the next group of ten to twenty families separated from them by some distance, the intermediate space being filled perhaps by the shopping centre or the hospital or the church or the school.

c. Providing a means of escape from the home. By this is meant having a variety of community facilities not all of which involve the presence of other people. It should be possible for the solitary individual to find somewhere (besides the lavatory) where he can insist on being

entirely alone for a reasonable period of time, whenever he feels so inclined.

d. There should be facilities outside conventional buildings for strolling, sitting, playing games and for "outdoor" courtship, even if this means having a large pseudo-park area perhaps the size of half a football field, covered against the weather like a huge greenhouse.

e. It is quite natural for a man to be anxious about the availability of adequate public health and medical services, particularly for his wife and children. Therefore basic medical facilities should be available, including hospital beds and professional care and some kind of guarantee that, should more high-powered services be required, transportation to the south and coverage of medical costs (through an insurance plan) will be available.

f. The parents want assurance that the education of their children will not suffer. It goes without saying therefore that there should be adequate educational facilities provided locally and for the older families some system whereby, if high school education and/or vocational training cannot be provided locally, these can be provided in the south at a reasonable cost and the children can visit during the summer holidays.

g. There must be the opportunity for everyone in the community to grow according to his capacity and inclinations. The children must not only have the benefits of education in the three R's, but there must be a variety of extracurricular activities such as they would normally have in the south. Similarly, there must be opportunities for adult self-improvement through study groups, hobbies and community organizations.

h. Community committees must be encouraged, where local problems can be thrashed out and members given a chance to

"let off steam". Dr. Boag's comments are interesting (8): "Usually it is not possible for the hostilities generated to achieve adequate discharge as many of the people concerned have heard enough about the troubles that may arise in these situations, to make them afraid of any discharge of hostility, so that their usual reaction is suppression, repression, and withdrawal from situations where trouble threatens to break out openly, as far as this is possible. From time to time minor outbreaks do occur, but they are rarely followed through to the point where any adequate discharge can take place, the whole process being suppressed before that happens, and the original point at issue being allowed to continue as a covert cause of trouble. None of the matters mentioned as causing difficulty seemed to have ever been brought out in the open for free discussion. The only reported case where things seemed to be handled differently was one where a chronically unhappy settlement was said to have become quite the reverse, following the institution of a weekly meeting for all the white inhabitants of the settlement. Here they aired their grievances and talked things out as completely as possible, those not concerned in a given matter acting as referees". Sir Hubert Wilkins (8) added his comments: "The axiom 'least said soonest mended' is not always successfully applied in the Arctic. In small groups of Americans frank and open discussion of points and personalities is a necessary flood control. Individuals living close together should agree to discuss and disagree amicably as to their likes and dislikes. This will eliminate indirect expressions of hostility, and definite rules and regulations should obviate the need for argument about duties and observances of cleanliness and tidiness".

68. All this adds up to a tall order, a utopia which would cost an enormous amount, perhaps an impossible amount. And yet, if we want Canadians to go to the north permanently -- if we want to build up the north with settlers, not transients, we must face up to the fact that we are competing with Toronto, Montreal and Vancouver. After all, it is hard enough to persuade the men and women of today's Canada -- once they obtain professional education or vocational training -- to stay in rural southern Canada, let alone the north.

69. Perhaps we shall have to accept the conclusion that for most Canadians, for some time to come, the north will mean a short haul at best, a hit-and-run experience in exchange for ample financial reward. If this is so, what criteria should be suggested to the architects of the new town of Frobisher Bay and what criteria should be proposed to the administrators and the personnel officers?

70. Obviously many of the standards of housing outlined above are basic, even to the relative happiness of short term workers, and are being provided to a greater or lesser degree now. It seems to be a matter of dollars and cents; the more that is spent on providing the type of housing and other facilities described above, the longer workers can be expected to stay without becoming disturbed mentally.

71. Even with the best housing and facilities for recreation there may have to be a definite limit placed on the length of time that a person should be allowed to stay in the north -- probably one to two years for single persons and two to four years for married, depending on the size of the community and the facilities available (Yellowknife, for example, is more attractive than Fort Norman). This might be extended through experiment but from the beginning there should be a very careful assessment of each individual's adjustment to his environment.

72. The prospective northern worker should be selected with care and then followed with care. There should be, from the beginning of this process, close liaison between administration and personnel management on the one hand and public health and medical services on the other to make certain that persons likely to break down are not sent to the north and that the person who has failed to adjust does not stay on month after month as a hazard to the mental and emotional equilibrium of the community.

73. Above all, the community should contain exceptionally well trained and well balanced leaders who can guide individuals and groups to healthy spare time activities; who know how to use every device to induce participation by every adult in the community (and by the children for that matter) in community affairs through committee work, church work, responsibilities for portions of community work, etc., at the same time making sure that each individual in the community has the time to do what he wants within the law to counterbalance the pressures that tend to organize and manage him. Such leaders are rare indeed and they must obviously receive considerable training themselves for northern life, superimposed on a personal history of mentally healthy parentage, happy childhood, sound education and broad experience.

74. It goes without saying that we should send our best officers to the north -- those who have demonstrated inner resources of originality, emotional stability and even temperament, besides knowing the technical sides of their particular jobs. And it goes without saying that they should be prepared for the peculiar difficulties of living in the north and be taught the counter-measures to take when boredom, laziness, abnormal fascination by detail, quickened temper or cynical, destructive criticism threaten to ensnare them. This probably means the establishment of carefully organized orientation programs for

both leaders and followers, perhaps organized by one department on behalf of all departments, for the sake of economy, like the courses in Civil Defence at Arnprior.

75. There is still a great need for research to find out the answers to these problems and the means of achieving, within the limits of financial realism, at least the majority of the idealistic standards outlined above. The case for research was well stated by M.C. Shelesnyak in 1947 (1). Only a fraction of the questions he raised have since been answered.

CHAPTER 6

SUMMARY:

76. The "average" Canadian who goes to the north is accustomed to a wide range of interests, to a life that is comfortable and usually devoid of strenuous physical exercise except in play. On the other hand, the north, because of limitations imposed by weather, distance and economics, will quite suddenly restrict the individual's scope both as to space, time and variety of stimuli, and will tend to focus his attention on a limited number of details. To keep him happy we must place his wife and children with him and then make sure that we keep his wife happy, that we guarantee the security of himself and his family and demonstrate that there will be no interference with the normal growth of his children, physically, mentally or spiritually. We must guarantee opportunities for creative development of each member of the family and we must guarantee medical and public health care and education. It goes without saying that we must guarantee shelter, warmth, a sanitary environment and an adequate food supply. Above all, we must guarantee privacy, the freedom that is taken for granted in the south, to the young the scope for socially acceptable courtship practices and to all the freedom to exercise personal idiosyncrasies that space, time and opportunity provide in the south. We must present the north as a challenge but at the same time not as a challenge that is overwhelming or that looks from the beginning insurmountable.

CHAPTER 7

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15 September 1959.

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May 18/59.

1053-300

PA

Dr J. S. Willis,
Booth Building,
Ottawa, Ont.

#50

Dear Dr Willis,

Thank you once again for having let me see this paper.

You will note from the pencil comments in the margin that I have read it with some interest. Regarding the marginal comments I would ask you to think of them merely as "first reaction" comments from my personal experience of the past few years and not really as considered opinions that you could apply to the overall problems as outlined in the paper. As you are aware my Arctic time has been spent in very small communities and has maybe been exceptional in interests and types of work rather than the general rule.

Again, the work that I have been most interested in and that has occupied most of my time has been that dealing with the Eskimo in his small scattered camps — the Northerner whose life & living situations with which I've been most concerned has been the more lonely outcasts of places like Pond Inlet, Arctic Bay, Koartak, Wakeham Bay, Clyde River, Sugluk, Igloolik, Grise Fjord, etc. rather than the larger communities like Frobisher Bay, Yellow Knife, Inuvik, etc. Therefore my ignorance of the larger communities' problems almost precludes intelligent comment on them.

Yours truly

H B Sabean

DRAFT TEXT	Suggested Amendments

MENTAL HEALTH IN THE NORTH

Introduction

1. The development of Canada's north poses questions in the personnel management and town planning fields that obviously lead to questions in the mental health field. The pace of this development makes it essential that answers be found soon.

2. How long should the average Canadian, brought from the south to the north to work, stay there on a single tour of duty? Is the Canadian who is willing to go to work in the north "average" in the first place? What kind of living conditions must be provided for him there? Should no expense be spared to duplicate for him the conditions to which he ~~was~~ is accustomed in the south, or can he be persuaded that the north presents a wonderful challenge, the meeting of which makes it worth while living in a large wooden box perched amidst a vast bleak waste, minus the wide range of recreational facilities which in the south he takes for granted? Should his wife and children accompany him and if so, how can she be kept happy and they be given the opportunities for growth and development that most Canadians take for granted? What makes a man "bushed"; what is the etiology of this condition and how can it be prevented?

3. Apart from investigations done on behalf of the Armed Forces both in Canada and in Alaska, little or no research seems to have been done on the mental health problems of northern living. No doubt the Russians have tackled these problems and

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DRAFT TEXT	Suggested Amendments
it would indeed be interesting to find out their answers.	
4. The Department of Northern Affairs and National Resources is planning a town at Frobisher Bay. If the pattern of the past were followed, this town would consist of a scattering of one or two-storey wooden buildings, liberally spaced against the hazards of fire. This is what is being done at Inuvik. The costs of connecting all these carefully spaced wooden buildings with power, water and sewage disposal, to say nothing of roads, garbage removal, etc., is tremendously high. It would be tempting to depart from what has been conventional in the north and build a very compact town out of fireproof materials, perhaps under a single roof. Distances for public utility services could be so shortened that estimated costs would probably drop to a point where the idea would be very attractive indeed. But what would be the mental health problems in a monster "pentagon" of this kind? Judging from the experience of northern communities such as Yellowknife, Fort Smith, Fort Simpson and Aklavik, the problems of living happily, sanely and efficiently in a northern town of scattered wooden houses are problems enough. If all the inhabitants of Fort Smith, for instance, had been crowded into a single radically different compact type of structure, built only with an eye to economics of construction and servicing, would the mental health problems not have been multiplied to produce an impossible situation, or would it have been possible so to plan this compact town, so to provide recreational, shopping, education, religious and other facilities, as actually to have improved upon present living conditions?	

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5. This paper discusses these questions and is intended only as a target for further discussion, in the hope that a full and complete investigation of these problems will be organized.

What is the North Like to Live In?

6. Fly into the north in winter, particularly the Eastern Arctic. For hours there will be nothing to see for 360 degrees around but a barren, uniformly uninteresting mass of white. Here and there there may be the odd bit of shoreline where, by peering closely through frost-encrusted windows, one can just discern where the sea ice ends and the shore begins. Depending on the area, there may be mountains, but the general impression is one of unbroken, bleakly majestic waste. After a few hours one may have the uncomfortable feeling that there is too much of it, that it is too large, that it is overwhelming. There may even be the pressing desire to get back to a place where the landscape gives variety to the eye, where death by freezing does not lurk behind the curtain of weather and isolation, where the certainties of life -- friends, food, shelter and amusement can be identified -- touched, smelled, seen, heard.

7. Eventually someone on the plane points out -- with relief (and curiously enough, even excitement) in his voice -- some small dots in the distance which, examined closely, one has to admit are different from the endless waste one has been looking at for the past few hours. From two or three miles away at three thousand feet these pimples of civilization look comforting but terrifyingly insignificant against the backdrop of Arctic emptiness.

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8. As the plane gets closer one sees the standard pattern of the northern settlement -- a sprinkling of wooden houses showing scarcely any colour contrasts, one or two radio masts, and as one gets closer, perhaps the odd moving figure -- usually Eskimo (for the whites do not seem to move out-of-doors unless they have to). Dogs and Eskimos -- these are the things that move at northern settlements -- unless there is a road on which a white man can drive his heated vehicle.	
9. The plane lands, perhaps on a lake or the sea ice and usually a little roughly. Out of the heated cabin, one descends perhaps into two feet of snow or on to an icy wind-swept runway -- certainly into a new world of cold, excited, fur-clad figures, dogs, glad-to-see-you white men muffled in parkas -- a world of quietness, freshness of air and extreme whiteness (against which the odd pile of garbage, dog faeces, frozen human urine, dirty dishwater, bones of animals or mechanical junk seem faintly sacrilegious).	
10. One is struck immediately by the absence of noise, except for very specific identifiable noises such as the barking of dogs, the calling of people and perhaps the sound of machinery. In the south one accepts a background of general noise made from a mixture of many noises, none of which is specifically identified and against which one places the identifiable and familiar noises of one's immediate surroundings. But in the north, when the wind is not blowing, these same identifiable noises in one's immediate vicinity are heard against an immense backdrop of silence. The difference is very striking indeed to the newcomer.	

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11. What is it like to live in such a settlement? One has soon explored every inch of one's wooden home -- perhaps two or three bedrooms, a living-room, dining-room, a kitchen where one probably has to struggle with improvised systems for water supply and waste water disposal (inherited from the exasperated efforts of the former occupant), a lavatory where there is likely to be no running water and where the toilet is a cheap can affair reminiscent of summer cottage days, which smells and in which anything deposited must be able to bear the scrutiny not only of every member of the family but of the Eskimo help and of visitors.	house = To a person who lives in the North there is a great difference between the house & the home. Only if & when it becomes home is the occupant ready to live in the North and to make significant contributions but at this point he or she is usually considered beside the & it is felt they MUST be moved.
12. Goind out-of-doors is no longer a matter of slipping into a convenient topcoat, walking through the backdoor into the garage, enduring three or four minutes of relative cold while the car warms up and then proceeding an indefinite distance in comfort while listening to the car radio playing "Thank Heaven for Little Girls". Going out in the north means putting on a large and cumbersome parka (which musses the hair unless one wears a cap), perhaps putting on snow-pants, putting on outer boots and two pairs of mitts and then working one's way to a destination a few hundred feet away, often peeking and peering around the edge of one's parka hood, with one's eyes watering, as one pushes one's way into the wind. Even if the wind is blowing at one's back, there is always the expectation that it will be there in one's face on the return journey. Oh, there are fine days when there is no wind and there is a sharp	This is overdrawn — perhaps purposefully so. When one gets to feel a bit at home in the North this is certainly minimized = However, if one lives in a "module" long enough without going out of doors they begin to visualize a trip like this. By & large this is the impression of a Southerner gained from the movies or of a casual visitor or of a DEW LINE operator who only sees the North through a window

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crispness in the air; when the silence is beautiful and one has fleeting moments convinced that God cannot be far away. But there are many days when one struggles to move from point A to point B, cursing the wind, hoping one will not trip over a dog and get bitten; when one's journey finishes with the conclusion that this is an awful lot of work for a very small return -- what did I want to go over to the Jones's for anyway?	
13. Of course after one has lived in an oversized wooden box for long enough, one is happy to go through this struggle to see the Jones's. Mr. Jones may be cranky and Mrs. Jones may be ugly and one may hate the way they arrange their living-room furniture but jiminy crickets they are better than nothing!	
14. Life is so different from that of the average Canadian city dweller -- restriction of movement, the ordinary details of life (water, drainage, lighting, cooking, defecation) made awkward, aesthetically undesirable -- converted from acceptable, taken-for-granted routines into daily nuisances that eat into one's store of patience, adaptability and serenity. One's range of activity is cut down drastically and so is the variety of one's developmental and recreational facilities.	These things eat into one's time but develop his patience. The efficiency of an employee in the small Northern settlement is cut down by the percentage of his time that must be spent living. If he is over-ambitious or tries to "Build Rome in a day" he may be greatly frustrated by the time that must be used in servicing power plants, checking supplies, making out requisitions, keeping records, preventing food from freezing &/or thawing, changing stove parts, calking windows, cleaning chimneys, filling in silly forms; etc but it all tends to build an amount of patience that is intolerable to southerners adaptability is then
15. Instead of choosing one's friends, one has one's friends thrust upon one. There may be only a dozen whites in the community. The men look over the women and the women look over the men and then the men look over the men and the women look over the women. It gets boring after a while. If you are a man the monotony of your wife's face and figure may be broken	

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only by the ugly face and fat body of Mrs. E, the tired face but interesting figure of Miss B, or the solid figure of Mrs. C. If there is not much to choose from, you may, whether you realize it or not, actually be better off than if Mrs. D should have been in movies! The Eskimos may begin to look whiter every day. After a while you may begin to wonder whether sleeping with Mrs. C, even though she does look so solid, might at least break the monotony. All this providing Mr. C does not catch you at it and the local padre does not find out. Probably this idea never gets past the frontal lobe of your brain and the result is that you end up being more exasperated and frustrated than ever because you are not allowed to try out a means (that you had figured out for yourself) to save you from the deadly, daily routine.	
16. If you are a woman, you quickly get to the point where you know exactly what Mrs. A, Miss B and Mrs. C have in their wardrobes, how they arrange their furniture, who is a good cook and who is not, who loves her husband and who puts up with him -- and who might like to have a try at yours.	
17. On this scene shine the benign faces of the local Anglican clergyman and Catholic priest. Over everybody hangs a sinister umbrella of potential criticism, of the possibility of complaining letters back to Head Office, of the misconstructions that two to three thousand miles of distance and weeks of delay in the mails can place on what is written. Guard yourself, Joe. Watch it, Mary. One never knows what these other folks are writing back to home base. Who is one's friend and who is one's enemy? Does anything hide behind that smile? Better not butt in -- you'll only be misunderstood.	What is even harder to fathom is what wierd interpretation the head office will put on the reports - It has become most obvious that all correspondence to & from the field is almost always out of context & usually misunderstood or at best gets the wrong emphasis.

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18. The days march on. Where you rose from bed at 7 a.m. in the south, you quickly realize that there is really no point in this in the north. You decide to rise at 8 a.m., then at nine, then perhaps at ten. After all, you are a long way away, everybody does it, who is to know, and anyway what purpose would there be in rising earlier; what is there to do? Some may be busy, but usually so much allowance has been made (and indeed at some seasons of the year has to be made) for weather, for mechanical breakdowns, etc. that the planners in the south have played safe on personnel workloads, with the result that the average worker in the north does not have as much to do as he would in the south, when in fact the cure to his problems may well be to give him more to do.	This has certainly not been my experience. Usually one is so bogged down with routine work that time for getting ahead with projects & programs in which one is interested and could take some initiative is reduced to a negligible quantity. And worst of all it is never possible to show the office what the hell you are spending your time doing! Most of my days began at 5 a.m. and finished at 11:00 pm or midnight = about 15% of this could show up on work sheets
19. There is of course the factor of the irreducible minimum. If as an administrator you must have somebody at Point X on the map to measure temperatures, wind velocity, etc., then you must have a whole weather man to do this, living at Point X, even though the time taken for all these chores may be only a fraction of an honest day's work. You cannot send half a man or an eighth of a man — whatever may be the fraction of a man-day that is actually required to carry out the work. Therefore you send a whole man. Unfortunately you have had neither the time nor the necessity to determine what to do with the unused half man or seven-eighths man. Worse than this you point out that, after all, Man A sent to Point X may drop dead. We must have the measurements. Man A must have time off and he may get sick. Let us send Man B in addition. The evil of not enough to do is therefore compounded.	NO Not even on DOT weather stations!

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20. The modern Canadian, trained through years of education and experience in modern living -- and usually in city living -- in the south, taking for granted the planning of almost every half-hour -- perhaps of almost every minute -- now finds himself in a different world where there is not enough to do; where the threshold of survival creeps fearfully close; where a glance out the front door reminds him that the terrain and the weather inexorably exist, willing enough to swallow up the unwary and go on existing to the end of time; where he may start with friends and end with enemies; where the environment and the walls of his house seem to close in like the merciless walls of a prison; where the daily business of working, cooking, washing dishes, feeding the children, putting on his clothes, going to the toilet, washing his clothes, visiting the neighbours, maintaining his premises and keeping warm, have changed from a rather easy ritual to an actual struggle; where he may get the feeling in carrying on this struggle that he must have been mysteriously and suddenly transported backwards in time to the days of his great-great-grandparents, who took it for granted that they must struggle with a refractory stove, wash clothes by hand, empty the slop-water in a proper place outside the house, work a pump-handle or a bucket to get even a small amount of water, pass their water into a smelly can or a draughty outside toilet, keep the oil lamps clean and light them or go to bed with a candle, fetch and carry like an animal; when printed matter was treasured, when a visit from a friend ten miles away was a luxury and when, if they wanted music, they had to make it themselves.	coolie

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21. If he had come directly from a southern Canadian farm ten miles from the nearest town, our prospective northerner might scarcely see anything unusual about all this. Unfortunately he will not have come directly from a farm; he will be a radio operator, a doctor, a college graduate sent into the north as a Northern Service Officer, a nurse, or a meteorologist or a teacher --probably used to city life -- a person who sought after education or vocational training in order to be able to have the pleasures of city life, perhaps deliberately to get away from farm chores and "better his lot" -- the very type of person whose mind is "set up" to dislike southern Canadian farm life, to say nothing of a life even more isolated and less interesting.	
22. He may well come to the point where he says of the north: "I do not like living under conditions that were acceptable to my great-great-grandparents. The world has come a long way from that time. Why do I have to put up with this state of affairs? How did I get into this anyway? When there is all that room in Texas where it is warm, what am I doing here?"	
23. By experiment he finds that he can divert his attention from the wide, bleak horizon of his arctic prison and this tendency to enervating introspection if he focuses his mind on detail -- if he can get absorbed in the Eskimo language or the making of wooden ships in bottles or the fascinating insides of his radio set. Almost instinctively he avoids looking at the woods and concentrates on the trees, then on a single tree	The process of becoming bubbled in allegory? There is SOME truth in this. But while the field workers horizon may appear limited from head office attention to detail in the field is important. Remember that a tree was never cut or a match produced by looking at the forest from an aeroplane! From the sky an automobile may look like an ant, a bull doze

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and finally not on a single tree but on the hind leg of an ant crawling up one of the furrows in the bark on the north side of a single tree. Keep looking at that hind leg, he tells himself. Look at it hard. Do not let your eyes wander even to the furrow in the bark, let alone the tree and certainly not the woods -- you might explode mentally. Close off your mind to all the other possibilities, become fascinated by the details; in them you will find salvation. Oh, if only there really were trees to look at!	like a catepillar or a mountain like a mole hill too — sweeping generalizations and broad horizons are necessary — but so are cotter pins, nipples for baby bottles and the hind legs on ants. And dont forget that transitive verb endings are an absolute must in Eskimo though we dont need to know a single one to speak understandable English. Again: THE CONTEXT.

What Are the People Like Who Must Face This Life?

24. What kind of people go into the north? Are they different from other Canadians because they go into the north? Would it be fair simply to take the average Canadian city dweller and try to speculate on how he would fit into this kind of life? Or are we not really dealing with types of people who are somehow different to begin with, because they accept employment in the north?

25. People probably go to the north for one or a mixture of the following reasons:

a. They are young, enterprising and need the money. Theirs is a short stake. They are keen enough and big enough to go in for a short haul and do a good job providing they can save enough money while they are there to come out and get further education, to invest in business, to travel, etc. Usually the reason is further education with the object of further advancement. They are lured by the opportunity for gain and advancement, education,

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prestige and a brighter place in the sun. By Canadian standards they are normal; these are the usual objectives of Canadians. A few of these people may remain in the north, captured by a vision of the possibilities for the development of the north -- for a bright place in the northern sun -- but the majority of them cannot see this far; they do not want to stay in the north, but they are honest enough to do a good job while they are there.

b. People with a greater or lesser degree of missionary spirit. These are people who are impressed by the need of the Eskimos for religion, health, economic assistance, housing, education, etc. They like a challenge. This challenge is clearly identifiable -- the Eskimos cannot read English; let us teach them to read English. 23% of the Eskimo babies are dying before they reach the age of one year; by all means let us try to save these babies. A few of these people will be able not only to go into the north well trained and with a balanced outlook but, because of their inner resources, they will be able to remain balanced and make a priceless contribution to science, education, business, culture and health in the north. Some of them will go in poorly trained and poorly prepared, starry-eyed with good intentions, with their Holy Grail shining brightly before them but not knowing quite how to go after it. There is probably nothing worse for the north than the fanatic who lacks training and experience to go after his goal, for in his thrashings around, in his uncouth graspings

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for his treasured objective, many others may have to be mown down or pushed aside and even whole communities upset. The remainder, those who go in with only a small measure of missionary spirit, with more or less training and experience, probably become disillusioned or else their missionary spirit dies within them and they end up as cynics, even working in a negative way in their northern community. Nothing is right for them; no system will work; no idea is worth trying; all is lost. For such, the end is tragic indeed -- they have lost faith in the beliefs of the past, they hate the present and they are scared of the future. They know somehow that they are not making a contribution in the north, they realize that they have lost their joie de vivre and they have an uneasy feeling that if they were to go to the south they would be completely unable to cope.	
c. Those who see in the north a place of escape. They have failed to reach their objectives in the south. They wanted to be bigger, more successful men and women in the south but somehow they did not have enough training or experience or "stickability" or something. Others have passed them by and they have seen their future in the south as a forlorn and dull routine. Perhaps in the north they can make a fresh start. Perhaps the north will give them a place in the sun if only because in the north there will be so few other people to stand in their way, to cast shadows across their pathways. Better to be one of half a dozen white men in a northern community than to be only one amongst 60,000 in the south.	

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In the south anonymity has swallowed them up; perhaps in the north they can push their way out to stand as individuals recognizable from the rest.	
d. Then there are the visitors, particularly the Very Important Persons. These will tell you how much they would like to be able to spend more time in the north away from their desks. While the words are emerging from their mouths at least some of them will be thanking God in their hearts that they do not have to go too often! When this type of person goes into the north, he goes by aircraft and makes sure the pilot keeps the engines running. He descends upon the hapless and lonely northerners secretly enjoying the fact that these lonely people will be so delighted to see him that he may sit in their front parlours for hours (God forbid that he should be weathered in for a week) drinking their coffee, eating their food and, speaking with false compassion or even with the voice of the Pharisee, regale his wretched hearers with the latest news of the south. Only the worst of the visitors are like this, and of course none of them will admit any degree of this attitude.	
16. Broadly speaking, these are the types of people who go into the north. They come from a southern world of material conveniences, of tremendous variety and colour; where the	And the kinds one finds in the South as well. These types make up Mankind!

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touchable, smellable, tastable, audible and visible are worshipped; where the only acceptable dreams are of further material benefits. They come from a world that places a premium on security and comfort, where the five senses are pampered twenty-four hours a day. This is the world of the Beautyrest mattress in the thermostatically controlled atmosphere at 70 degrees Fahrenheit in the spotless bedroom on the relatively quiet street; where the clock radio tells the time to the nearest second and wakes the sleeper in the morning to the pleasant drool of the radio anncuncer's voice; where the bathroom with its gleaming tile, its hot and cold water at the touch of a finger, its flush toilets to whisk away the faeces and urine, the easy daily shower or tub bath, the freshly laundered towel, make it so easy to be sanitary.	
27. While provided with a comfortable environment and relative security, with few worries about the source of his next meal, the southern Canadian starts his day surrounded by an atmosphere of relative (if at times artificial) courtesy. No dogs will bite at his heels; the bus conductor may even say "Good Morning". On the bus he will have a range of ladies and gentlemen to look at. On the way he will see different cars, a variety of shop windows, his mind will be filled with little wonderings such as whether the fat lady running to catch the bus will make it or not? He may even be zealous enough to scan in his mind the day's work, setting out ahead of him, like markers on his daily course, the anticipated pleasures, the	

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rewards that he can buy for himself to offset the day's irritations -- to-night's date for bridge, or the movie he will see with his wife or the delicious prospect of what Mrs. Smith will look like to-night when they go there for supper, or the fact that he will see Joe for a beer on the way home, or that to-night he plans to lay the last forty square feet of tile on the basement floor. If he travels by car, he travels in warmth and probably with music at his elbow. He has problems with parking but he has usually worked something out by this time.

28. And what of his wife? She has breakfast to get and the children to get off to school, but she can do it with a minimum of inconvenience -- the electric frying pan will do their eggs, the electric coffee percolator will do their coffee, the pop-up toaster solves the toast problem and the frig. is filled with milk and eggs and butter and fruit and cheese. Once she has packed them off she has a delightful morning. She may have her eyes focused on her house to the point where she actually looks forward to vacuuming the living-room carpet or buying new drapes for the girls' bedroom, or baking cakes for the church bazaar even though she knows that in between she must perform a few nasty routines such as dishwashing, putting the children's clothes through the automatic washer, dusting the bric-a-brac and washing the bathroom floor. After all, this afternoon she will be playing bridge with the ladies at Mrs. Jones's or she may be visiting the shopping centre or she may even decide to go downtown and look for a new hat. Her five

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senses will be stimulated pleasurably one way or another. Her chores have been reduced to the absolute minimum of effort and frustration.	
29. On the other hand she may give a lick and promise to the house and rush down to an office job. But here she has Johnnie and Billie and Jeannie and the boss and there are the coffee breaks and the quick runs into the shops during the lunch hour, all of which are compensations for sweating it out at a typewriter in between times.	
30. And then there are the evenings and the weekends. They can go places. If it isn't a movie, it's a cocktail party, or a visit to the Smith's, where the husband can look at Mrs. Smith and the wife can look at Mrs. Smith's clothing and furnishings and both of them can gossip about Mrs. Jones. And then if they really get fed up they can jump in the car and go down to Montreal or even New York, or they can go up to Pembroke and see Aunt Mary.	
31. And then, when the worst comes to the worst and they are too tired to go to a movie or Mrs. Smith hasn't invited them for dinner, they can always watch TV and through it be lifted intermittently (when someone isn't talking or the baby isn't crying) into a different world where you can be shot if you want to be shot or you can shoot someone if you want to shoot someone or you can ride horseback along the edge of the Grand Canyon, or you can kid yourself that pretty Nora was made for you, or Michael Anthony comes in and hands <u>you</u> a cheque for a million dollars!.	

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32. For many, life has become the dangling of the five senses into the environment like so many fishing lines -- the trial and error method of finding pleasure. I think I'll put out my nerve ending of vision and see what I can see for tonight -- for the next hour -- for the next five minutes. Perhaps if I go to such and such a place I can extend my nerve ending of hearing and someone will tickle it with a new joke or something about Annie Brown that I haven't heard already. I think I'll go upstairs and wash my hands because I do like the feel of warm water and I'll brush my teeth because that new toothpaste tastes so nice.	
33. There are other things to look forward to -- things that the average Canadian knows are good for him and which some hold onto for dear life -- the weekly church services and the week-night church activities; the strange and not too clearly identifiable elation that comes from rolling an honest pile of bandages for the local hospital or the St. John Ambulance Brigade; the secret thrill of a well-conducted Sunday School class or a good sermon or a well trained and experienced choir or a friendly church supper; the local outing to the Boy Scouts or Girl Guides or young people's group, which may produce, by a sort of rubbing-off process from soul to soul as it were, refreshment of the mind and rejuvenation of the spirit.	
34. For the average Canadian his home is his castle, the place where he can burp loudly, shout at his wife without being heard by his neighbour, put his feet up or take his pants down	

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without embarrassment. It is the place where the necessities of life are handled with a minimum of irritation and hard work, where physiologically the human machine is able to turn over with a minimum of effort, with a minimum of standing on guard, with the fences down and at least five or six of the seven veils temporarily hung in the cupboard. All this with the knowledge that at the flick of a switch, if the moments begin to drag, a good musical or a western or a hockey game can be spread before his eyes and ears, a car lies in the garage that can take him three hundred miles away and back in a weekend or that in exchange for a few dollars, he can buy, within a radius of ten miles, anything from a bobbypin to a model aeroplane or a Havana cigar. There is church on Sunday but he doesn't <u>have</u> to go. Louis Armstrong is coming to town next week to play St. Louis Blues or something (does it matter?), but of course he can always put the same thing (on LP) onto his phonograph if he cares to rise from his lazyboy chair!	Distraction is, by & large, most important to the average American (just a little less so, I hope, to the average Canadian. In the North it is, for the most part, lacking. This is often compensated for by hobbies or facets of the work that require thought and initiative. If these qualities are present & allowed to develop they can and do make an adequate compensation — and very frequently a constructive contribution. An attempt to create a compensation for distraction by more routine work to "give them something to do" cf. p. 8 destroys initiative, adds to monotony & boredom & defeats its purpose. A friend of mine who is a current
35. A tremendous variety of means exist whereby the five senses may be stimulated pleasurably. Very few circumstances demand the stimulation of any one of these senses for any length of time in a way that is not pleasurable. The average urban Canadian lives in a world of constant alternatives where if he doesn't like one way, he can usually choose another, with respect to the little details of minute to minute existence. And for those who do not depend entirely on stimuli coming up their nerve endings from their environment to flagellate their	

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jaded nerve cells or tickle their fancy, there is a multitude of ways and means for creative action, for fascinating speculation, for study, for discussion or gossip.	philosopher, by profession has expressed the opinion that unscrupulous distraction to fill the spare time of the individuals that make up our modern Western Civilization may well be one of the greatest dangers facing it.
36. Superimpose on this picture of thelife of the average Canadian your mental impression of the three basic types described above. Assume that the man who turns his eyes to the north is indeed slightly different from the large majority of working Canadians; perhaps in some ways less dependent on the tangibles of life in the south, but perhaps in other ways less adaptable to change, less able to cope with the southern rat-race and perhaps for the same basic reasons less able to cope with the special pressures of the north. This is the sort of person who must now face, with the suddenness of air travel, a completely different world where he no longer has a wide range of stimuli for his five senses, where he does not have nearly the same resources for debate and gossip, where there are not nearly the same materials within his grasp for creative effort. He must change suddenly the focus of his daily living from the broad spectrum provided by city life and TV to the narrow immediate foreground of a northern beach. Wherein the south he may have had 2,450 ways of stimulating his visual apparatus, he is now limited to 53. Whereas in the south there was a constant backdrop of noise and a foreground of perhaps 100 different noises that he could identify, he now listens to perhaps 15 or 20 identifiable sounds against a backdrop of silence or of a howling wind. His tastes are limited to the food and	?

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drink that he ordered twelve months ago by requisition and that now stands stacked in his storeroom where he can see the full extent of the possibilities for the stimulation of his taste buds. Where before he could touch the familiar wheel of his car and make its engine roar at his bidding, he may now drive no car because there are no roads. Where before he might shake two dozen hands in a week, he now shakes one or two or none. Where before he touched many hundred of objects in a week, he is restricted now to the familiarity of his outer door, the lavatory doorknob, the knobs on his radio set or the pump sitting in the fuel oil drum outside the back door. Even if he wants to touch more objects, he can see with his eyes everything that is touchable and after that there is nothing to touch but ice and snow. If he does not have inner spiritual resources and imagination; if he has not made many interesting pathways in his memory or if he cannot retrace these pathways serenely and with a touch of amusement; if he cannot put two and two together and continue to wonder that he gets four; if he is not curious to know whether or not he really could learn Eskimo syllabics; if he does not relish the fact that he always wanted to read Churchill's Memoirs and now has the time; if he cannot mix honest compassion with sane reasoning and creative community effort, he may very likely end up, mentally and spiritually if not physically, a liability to his employer,	It seems to me that an individual with absolutely no inner resources which may be developed is rather rare and is very likely to be a liability be he in the North or the South.

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a drag on his community (even a danger) and a costly problem in rehabilitation.

One might come hastily to the conclusion that if a man is not balanced enough to live happily in the South, surely he cannot possibly function successfully in the North. This may not be correct. Why is the Eskimo, living the native way of life, apparently such a serene and happy person? Is it not because his life is a simple one, because he has never invented for himself a rat-race, because he has not put too much emphasis on time and space relationships, because he is resigned to the hazards of his existence and if sickness, hunger or mortality come, can accept them? So can a cabbage in a field.

The fact is that the average Canadian is not an Eskimo. Whether or not he likes it, he is running on his treadmill and in seeking greater heights of bliss, he has pushed ignorance aside. But there are some southern Canadians who have been able to avoid the treadmill or see it as an evil machine; who have developed inner resources against the pressures of modern life and perhaps in so doing have become a little unusual perhaps to the point where they are called "squares" and actually begin to feel ill at ease in the South. For them the North appears as Shangri-la and the Eskimos as kindred spirits. Does this not put them, however, even if they are well educated and well adjusted,

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in the class of escapees mentioned above? Because they have the discernment to be troubled about the Southern rat-race, a tour in the North may turn out to be a welcome escape and yet in so escaping they may, in the quieter atmosphere of the North, render very excellent service and find for themselves a haven of comparative serenity. Are we then to assume that the best recruit for the North is the iconoclast of the South, or the man with hermit ~~instints~~ instincts, or the practitioner of yogi?	
How Are the Needs of the Canadian Going North to be Satisfied?	
If we are going to be able to recruit well-trained, balanced Canadians to go to the North, what must we provide in the North to satisfy their needs?	
Surely we must provide the worker with a job that is interesting, offers a variety of activity and challenge and takes a fair proportion of the hours in the day, perhaps even more hours than are considered reasonable in the South. The worker must be convinced beforehand that the job is worthwhile doing for its own sake and that through doing it well he will be able to grow in knowledge and experience and will be able to advance in every way. One would not expect to achieve these objectives by sending a man into the North to do tasks which would occupy him for say not more than two hours per day, of total work time. By all means let him have a job that takes eight or ten or even twelve hours a day to do and let him get good and tired -- in a healthly	YES NO This depends very much on the exact nature of the job, the community, the facilities, etc. If the community is large enough to have community services such as water, sewage, electricity, roads, carpentry services, etc provided by someone else fine. But remember things like this. It takes more time & effort to maintain an electric light in the North than it does a kerosene

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physical way -- doing it. The ovetime pay may cost more but savings will be made in other ways -- by fewer breakdowns both of personnel and equipment, by fewer crash visits by senior personnel to investigate breakdowns, by greater on-the-job efficiency. It goes without saying that we must make the worker's tangible environment as comfortable and convenient as we can -- plenty of heated space for working and living, with hard physical labour reduced to a minimum, all the usual comforts for eating, sleeping, defecating, washing, study and recreation. And yet we must not overlook the fact that in a sensible quota of hard work may lie mental hygiene. Surely half of life consists of being able to look forward to something with pleasant anticipation and this can be the pleasant anticipation of a pattern of challenging tasks to be done as well as the anticipation of mere pleasurable experiences. If we can so organize work and play in the North that the average individual constantly has something to look forward to (besides the date on which he boards a plane finally for the South), perhaps we shall have solved the problem. It seems extremely important to accept the expensive proposition that to be really happy in the North the capable, balanced and therefore most desirable type of worker must have a <u>home</u>. This means providing him with	lamp, more time & infinitely more effort to give 10 DPT shots to a few Eskimos 10 miles from a doctor in Baffin where travel is by dog team or boat than to 500 people 50 miles from the Dr. in Southern Que or NS where travel is by car & you can have facilities at your destination. I dont want the work load lowered reduced beyond those of Southern Canada. but the criteria for assessing the load has to be markedly changed! Yes! Let him have worthwhile goals & objectives — help him to achieve them, & dont keep frustrating him by attempting to change them every time he begins to see a chance to make a step toward them - dont keep him feeling "why try to do anything here of significance — my stay here is too temporary! Nothing destroys initiative worse or makes the dealings with problems more superficial than the feeling that "I'm [illegible] only a temporary [illegible]

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accommodation for his wife and family and providing all the ancillary community services that go with Canadian home life. If we mean what we say about opening up the North, these things are implied -- good housing, churches, schools, community halls, gymnasia, shopping centres and a reasonable amount of coming and going.	YES
The man who has his job and his wife and children, given a reasonably comfortable life, with daily interests and a chance for advancement, watching his children develop, will usually function well enough. His children, at least while they are still young, will adapt successfully, making snow castles where before their castles were of sand, taking Eskimo playmates for granted. But another person has been brought into the North, a person who no longer belongs to the age when obedience and faithful following in demure silence were standard procedure -- the man's wife. In her happiness with him and the children lies the key to the success of the whole family unit. If we can keep her busy without drudgery, making sure that she has ways and means of feeling that she is not an appendage transported into the Arctic as a convenience for her husband but that she has a role to play in the North -- whether it be in voluntary work extra to her home or actually in a part-time task for which she is paid, we shall probably have solved the problem of keeping her happy. Let us admit from the start that if we can place	White acceptance of the Eskimo is still a great problem & genuine acceptance a rarity. Lets look at the hind leg of the ant for a moment. One may have a nice house with a good living room - what wife wants a greasy smelly Eskimo sitting on the Chesterfield? How Can the white children take Eskimo children for granted when the parents can't practically treat the Eskimo other than as Eskimos? I knew one white child who was much at home in Eskimo tents but whose parents were always worried that he might eat something there. He came to our house with a group of his play mates, entered & slammed the door in their faces. When asked to bring his friends in with him his astonished reply was - "They are not my FRIENDS They're ESKIMOS!!"

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the wives with their husbands and keep them happy we have gained more than half the battle. A lot of expenditure is justified to achieve this.

Can we do better than attempt to provide in the North facilities that meet the basic principles of healthful housing? These have been defined by the Committee on the Hygiene of Housing of the American Public Health Association in a publication entitled "Basic Principles of Healthful Housing":

A. Fundamental Physiological Needs

1. Maintenance of a thermal environment which will avoid undue heat loss from the human body
2. Maintenance of a thermal environment which will permit adequate heat loss from the human body
3. Provision of an atmosphere of reasonable chemical purity
4. Provision of adequate daylight illumination and avoidance of undue daylight glare
5. Provision of admission of direct sunlight
6. Provision of adequate artificial illumination and avoidance of glare
7. Protection against excessive noise
8. Provision of adequate space for exercise and for the play of children.

B. Fundamental Psychological Needs

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9. Provision of adequate privacy for the individual

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10. Provision of opportunities for normal family life	
11. Provision of opportunities for normal community life	
12. Provision of facilities which make possible the performance of the tasks of the household without undue physical and mental fatigue	
13. Provision of facilities for maintenance of cleanliness of the dwelling and of the person	
14. Provision of possibilities for aesthetic satisfaction in the home and its surroundings	
15. Concordance with prevailing social standards of the local community	
C. Protection Against Contagion	
16. Provision of a water supply of safe sanitary quality, available to the dwelling	
17. Protection of the water supply system against pollution within the dwelling	
18. Provision of toilet facilities of such a character as to minimise the danger of transmitting disease	
19. Protection against sewage contamination of the interior surfaces of the dwelling	
20. Avoidance of insanitary conditions in the vicinity of the dwelling	

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21. Exclusion from the dwelling of vermin which may play a part in the transmission of disease	
22. Provision of facilities for keeping milk and food undecomposed	
23. Provision of sufficient space in sleeping-rooms to minimize the danger of contact infection	
D. Protection Against Accidents	
24. Erection of the dwelling with such materials and methods of construction as to minimize danger of accidents due to collapse of any part of the structure	
25. Control of conditions likely to cause fires or to promote their spread	
26. Provision of adequate facilities for escape in case of fire	
27. Protection against danger of electrical shocks and burns	
28. Protection against gas poisonings	
29. Protection against falls and other mechanical injuries in the home	
30. Protection of the neighborhood against ~~the~~ the hazards of automobile traffic	

Surely the above must be fundamental, and yet buried in words such as "opportunity for normal family life" and

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"opportunites for normal community life" and "possibilities for aesthetic satisfaction in the home and its surroundings", lie a lot of details extremely difficult to describe and even more difficult to supply in the North.	
So far attempts in the North to duplicate the standards of southern Canadian living have been based on practices that have developed empirically over the years. The southern Canadian home builder knows wood better than any other material. Therefore, he builds his houses in the North of wood. He hesitates to depart from the "known" of wood into the "unknown" of indigenous materials such as rock, sand and pebbles. For example, he is toying with the idea of aero-concrete for northern building, but seems a little relieved at being able to find difficulties that serve as useful excuses for perpetuating the "wooden building" routine. Only a few adventurous Roman Catholic priests have tried (apparently with some success) building in stone.	
It is the same story with respect to sanitation, recreation, schools. Quite naturally the tendency has been to duplicate in the North all the conveniences of the South, partly because there has not been enough scope of creative effort in the North (faced with problems of expenditure the southern office-bound administrator will naturally select the course which seems least risky to him -- the well-tried	

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southern course) and partly because, living in an age of mass production, a refrigerator had to be a southern refrigerator, a space heater a southern space heater, a vehicle a southern vehicle. It would have been too expensive to produce items specially for the North for a population of only 20,000, 40% of them Eskimos living just this side of the Stone Age.	
So long as the northern settlement consisted only of ten or twenty buildings put up by six or seven different agencies more or less at random, the southern technique of building in wood and stuffing the resulting large wooden boxes with items ordered from the mail-order catalogue worked fairly well. If the agency concerned ran into personnel problems, these could be solved without too much difficulty because only a few individuals were concerned and these could be replaced. Even so, placing a worker in the North was a costly undertaking.	
Sending the worker alone and housing him in a smaller, cheaper type of wooden box with fewer comforts, but paying him more and keeping him there for a shorter tour of duty has been tried. This seems to work for about the first few months, when some workers begin to show signs of wear. Many more have had enough at the end of six months to a year. Some can stick it for longer -- a very few indefinitely. The process of getting "bushed" has a long incubation period; actual crack-up probably does not occur in most "normal" individuals until many months after they have started checking off the days until their "time is up" and the plane will take them South again.	

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The need of defence, of modern air travel and of the search northwards for minerals have increased the number of personnel sent into the North. Northern hamlets are growing into villages and some of them into towns. Techniques that worked for the tiny isolated settlements are not proving as successful for the larger communities where the social interplay of 30, 50, 100 or 200 families is producing new problems, from sanitation to social welfare. It has become increasingly obvious that a new approach is needed to solve the problems of northern living, particularly if Canadians are to get over the idea that the North is only a place for a quick financial gain over a short haul.

Evidently northern living conditions must be carefully examined, basic principles of construction, of sanitation, of the physics of cold, of moisture, of insulation must be reconsidered and freshly applied, without fearful regard to the hide-bound prejudices of southern experience and yet with enough common sense not to discard too quickly practices found successful in Edmonton, Cochrane or Prince Albert. The stage is set for administrative daring, born out of dissatisfaction with past experience in the North and taking heed to the vox populi of swollen northern communities.

The conclusion has evidently been reached that the answer to economy in the North is proximity. If the houses can be built close together -- up against each other and

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one atop the other -- public utility service distances can be shortened and operating costs cut drastically, since it is the cost per foot of installing, operating and maintaining public utility services in the North that makes living there so expensive. This makes it essential to put wood aside as a building material and take to concrete or some other fireproof material. In the urban communities of the South, proximity has already shown itself to be a sensitive and touchy creature, capable of good but also capable of generating hatred and murder. If we are to have proximity at Frobisher Bay, how is it to be handled so as to make maximum use of the good without inviting the evils? In addition to the basic principles of good housing enumerated above, what criteria should we adopt that can be handed to the architects who must put aside the blueprints of the southern past and pluck a new town design from the 21st century?	

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The following are suggested as important considerations in planning northern communities, particularly the type of compactly built, close-proximity housing envisaged for Frobisher Bay:-	
a. Strict adherence to the principle that every Canadian's home is his castle. The family unit must be the basis of planning and everything possible should be done to ensure complete family privacy (e.g. the walls between the family units must be sufficiently well-insulated against the transmission of noise that a man can burp loudly or fight with his wife or play the violin without fear that his next door neighbour will hear what is going on). Privacy by the standards of the modern apartment house would not be good enough -- there must be enough money spent on sound-proofing to give the family the kind of privacy enjoyed in detached houses in the South.	YES
b. Distribution of family units in small groups separated from each other by community facilities. This means placing say not more than ten to twenty families together in one housing block and then having the next group of ten to twenty families separated from them by some distance, the intermediate space being filled perhaps by the shopping centre or the hospital or the church or the school.	Sounds good

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c. Providing a means of escape from the home. This means having a variety of community facilities not all of which involve the presence of other people. It should be possible for the solitary individual to find somewhere (besides the lavatory) where he can insist on being entirely alone for a reasonable period of time, whenever he feels so inclined.	?
d. There should be facilities outside conventional buildings for strolling, sitting, playing games and for "outdoor" courtship, even if this means having a large pseudo-park area perhaps the size of half a football field, covered against the weather like a huge greenhouse.	?
e. It is quite natural for a man to be anxious about the availability of adequate public health and medical services, particularly for his wife and children. Therefore basic medical facilities should be available, including hospital beds and professional care and some kind of guarantee that, should more high-powered services be required, transportation to the South and coverage of medical costs (through an insurance plan) will be available.	YES
f. The parents want assurance that the education of their children will not suffer. It goes without saying therefore that there should be adequate educational	

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facilities provided locally and for the older families some system whereby, if high school education and/or vocational training cannot be provided locally, these can be provided in the South at a reasonable cost and the children can visit during the summer holidays. After all, this is standard practice in the British Colonial Service, for example, where in colonies such as Fiji or Hong Kong the provisions for "long leave" and reduced aircraft fares permit older children to be with their parents at fairly frequent intervals.	YES
g. There must be the opportunity for everyone in the community to grow according to his capacity and inclinations. The children must not only have the benefits of education in the three R's, but there must be a variety of extracurricular activities such as they would normally have in the South. Similarly, there must be opportunities for adult self-improvement through study groups, hobbies and community organizations.	YES
All this adds up to a tall order, a utopia which would cost an enormous amount, perhaps an impossible amount. And yet, if we want Canadians to go to the North permanently -- if we want to build up the North with settlers, not transients, we must face up to the fact that we are competing with Toronto, Montreal and Vancouver.	The practicability & even the possibility of all this depends almost entirely on the size of the community. I can see no objection provided there is intrinsic worth in the area which will eventually & naturally result in a sizable community. Frobisher Bay has almost nothing to commend it — it is a refuelling stop for air lines now — in 10 years they may not need refueling. Otherwise the place is entirely artificial & has no lasting promise.

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After all, it is hard enough to persuade the men and women of today's Canada -- once they get the type of education and experience needed in the North to perform specific professional or technical tasks to stay in rural southern Canada, let alone the North.	
Perhaps we shall have to accept the conclusion that for most Canadians, for some time to come, the North will mean a short haul at best, a hit-and-run experience in exchange for ample financial reward. If this is so, what criteria should be handed to the architects of the new town of Frobisher Bay and what criteria should be handed to the administrators and the personnel officers?	
Obviously many of the standards of housing outlined above are basic, even to the relative happiness of short term workers, and are being provided to a greater or lesser degree now. It is all a matter of dollars and cents. The more that is spent on providing the type of housing and other facilities described above, the longer workers can be expected to stay without becoming disturbed mentally.	I really don't think that housing, as important as it is, is this important nor do I really think that the satisfaction with the work & life is "all a matter of dollars & cents".
Even with the best housing and facilities for recreation there may have to be a definite limit placed on the length of time that a person should be allowed to stay in the North -- probably one to two years for single persons and two to four years for married, depending on the size of	

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the community and the facilities available (Yellowknife is more attractive than Fort Norman). This might be extended through experiment but from the beginning there whould be a very careful assessment of each individual's adjustment to his environment.	This should be the only limiting factor provided this assessment can be made judiciously, and within the framework of proper context. However, annual leave should be arranged in the South and a capable relief provided during such periods.
The prospective northern worker should be selected with care and then followed with care. There should be, from the beginning of this process, close liaison between administration and personnel management on the one hand and public health and medical services on the other to make certain that persons likely to break down are not sent to the North and that the person who has failed to adjust does not stay on month after month as a hazard to the mental and spiritual equilibrium of the community.	YES
Above all, the community should be well stocked with exceptionally well trained and well balanced leaders who can guide individuals and groups to healthy spare time activities; who know how to use every device to induce participation by every adult in the community (and by the children for that matter) in community affairs through committee work, church work, responsibilities for portions of community work, etc., at the same making sure that each individual in the community has the time to do what he wants within the law to counterbalance the pressures that tend to organize and manage him. Such leaders are rare indeed and	YES

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they must obviously receive considerable training themselves for northern life, superimposed on a personal history of mentally healthy parentage, happy childhood, sound education and broad experience.	
It goes without saying that we should send our best officers to the North -- those who have demonstrated inner resources of originality, emotional stability and even temperament, besides knowing the technical sides of their particular jobs. And it goes without saying that they should be prepared for the peculiar difficulties of living in the North and be taught the counter-measures to take when boredom, laziness, abnormal fascination by detail, quickened temper or cynical, destructive criticism threaten to ensnare them. This probably means the establishment of carefully organized orientation programs for both leaders and followers, perhaps organized by one department on behalf of all departments, for the sake of economy, like the courses in Civil Defence at Arnprior.	YES But the selection of teachers & natural would be most difficult I think — they MUST have experience in Northern living & yet be open minded & with some vision & a good deal of knowledge as to what type of Northern Community they are to prepare people for.
Summary	
The average Canadian who goes to the North is accustomed to a wide range of interests, to a life that is comfortable and usually devoid of stremuous physical exercise except in play. On the other hand, the North, because of limitations imposed by weather, distance and economics, will quite suddenly restrict the individual's scope both as to	

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space and time and the variety of stimuli, and will tend to focus his attention on a limited number of details. To keep him happy we must place his wife and children with him and then make sure that we keep his wife happy, that we guarantee the security of himself and his family and demonstrate that there will be no interference with the normal growth of his children, physically, mentally or spiritually. We must guarantee opportunities for creative development of each member of the family, we must guarantee medical and public health care and we must guarantee education. It goes without saying that we must guarantee shelter, warmth, a sanitary environment and an adequate food supply. Above all, we must guarantee privacy, the freedom that is taken for granted in the South, to the young the scope for socially acceptable courtship practices and to all the freedom to exercise personal idiosyncrasies that space, time and opportunity provide in the South. We must present the North as a challenge but at the same time not as a challenge that is overwhelming or that looks from the beginning insurmountable.	

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P.A.

Hudson's Bay Company.

INCORPORATED 2ND MAY 1670.

HUDSON'S BAY HOUSE

21 DEC 1959

NORTHERN STORES DEPARTMENT

WINNIPEG, 1 15th December, 1959.

John S. Willis, M.D., D.P.H.,
General Superintendent,
Northern Health Services,
Dept. of National Health & Welfare,
OTTAWA, Canada.

Dear Dr. Willis,

Thank you for your letter 10th December advising that the copy of your article "Mental Health in the North" was a draft rather than the finished product, as we had surmised.

Please feel at liberty to use any of the material contained in our letter 4th December last.

We appreciate the difficulty in determining the amount of reference which should be made about personnel selection in an article dealing primarily with mental health in the north. You, of course, are in the best position to decide the most important and pertinent information for your study. Therefore, kindly feel free to use as much, as little, or nothing of the subsequent facts we have supplied.

We have very much enjoyed reviewing our personnel work with you, and would like to assure you of our continued interest in the important study you are making.

All best wishes for Christmas and the New Year.

Yours sincerely,

For the HUDSON'S BAY COMPANY,

R. Phillips

R. Phillips,
Personnel Manager,
Northern Stores Department.

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DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

BF H50 28 Dec 59

TO: Dr. Percy Moore,
Director, Indian and Northern Health Services

H50 21 DEC. 1959

YOUR FILE:
DATED:
OUR FILE:

FROM: Director of Health Services

DATE: December 15,1959

SUBJECT: "Mental Health in the North" - Dr. John S. Willis

Attached are copies of letters received from Dr. Hendry and a Mr. Victor Prus, along with my replies, which are self-explanatory.

John Willis' report on Mental Health in the North was forwarded, as you probably know, to the members of the Advisory Committee on Mental Health. Dr. Hendry, as a member of that Committee wrote to us as attached.

I thought you would like to pass these on to Dr. Willis.

K.C. Charron, M.D.,
Director of Health Services

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INDIAN HEALTH
SUB-REGISTRY

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FILE NO:

Ottawa,
December 15, 1959

Victor Prus, Esq.,
Architect,
4693 Sherbrooke Street West,
Montreal, Que.

Dear Mr. Prus,

Reference is made to your letter of December 8th in which you request a copy of a paper entitled "Mental Health in the North", by Dr. John S. Willis.

I have referred your request to Dr. Willis and you will no doubt hear from him in the very near future.

Yours very truly,

K.C. Charron, M.D.,
Director of Health Services

Ottawa,
December 15, 1959

Dr. Charles E. Hendry,
Director,
School of Social Work,
University of Toronto,
Toronto 5, Ontario

Dear Dr. Hendry,

Many thanks for your very complimentary letter of December 8th commenting on the report by Dr. John S. Willis on "Mental Health in the North".

It is very encouraging to get such an appraisal and I have taken the liberty of referring it to Dr. Willis through Dr. Percy Moore, Director of Indian and Northern Health Services.

I also had a letter from Mr. Victor Prus and have asked Dr. Willis to forward a copy of his article to him.

Best personal wishes.

Yours very sincerely,

K.C. Charron, M.D.,
Director of Health Services

December 8th, 1959.

from
VICTOR PRUS
architect

Dr. K. C. Charron,
Director of Health Services,
Department of National Health & Welfare,
Ottawa, Canada.

Dear Dr. Charron:

Professor Hendry of the University of Toronto has brought my attention to a paper entitled "Mental Health in the North" by Dr. John S. Willis, General Superintendent of the Northern Health Services.

Since I am engaged in the study of living conditions in the North in connection with the Canadian participation in the Triennale Exhibition in Milan in 1960, I should appreciate it if you could kindly send me a copy of this paper.

Yours sincerely,

Victor Prus

VICTOR PRUS.

VP/gd.

4693 Sherbrooke Street West Montreal Canada *Telephone WEllington 7-9265*

University of Toronto
TORONTO 5, CANADA

SCHOOL OF SOCIAL WORK

December 8, 195

Dr. K. C. Charron,
Director of Health Services,
Department of National Health and Welfare,
Ottawa, Ont.

File No. 435-6-1
Mental Health in the North

Dear Dr. Charron:

This is in acknowledgment of your letter dated November 25 and the two enclosures (1) an inventory of Mental Institutions in Canada and (2) the magnificent report by Dr. John S. Willis on "Mental Health in the North".

I find myself utterly intrigued by the Willis document. Not only is it packed full of solid and sound content, but it is highly readable and carries one along with the keenest of interest to the very end. The documentation reflected in the bibliography demonstrates that he has drawn with remarkable discrimination on the growing body of research concerned with the human condition in the northern clime.

Quite frankly I have nothing but admiration for the report and the guiding principles and considerations which he has set forth for those who must work on the development of social policy.

It just happens that I was invited to serve as an informal consultant to a small group in Montreal a few weeks ago, and particularly with Mr. Victor Prus, a Montreal architect, who is working on the projection of a plan for a Canadian exhibit at the Twelfth Triennale to be held in Milan, Italy, beginning next July. He has chosen to interpret visually some of the problems and prospects of "Home and School" in the Canadian Arctic. I took the liberty of suggesting that he write to you to ask for a copy of Dr. Willis's paper.

It is most reassuring to know that such systematic professional attention is being given to mental health problems in the north and I am grateful to you for sharing this excellent report with me.

Sincerely yours,

Charles E. Hendry
Director

CEH/m

Pg

1053-300 (050)

OTTAWA, December 10, 1959.

Mr. J. R. Baxter,
Director,
Administration and
Personnel Branch,
Department of Transport,
218 Hunter Building,
OTTAWA.

Dear Mr. Baxter:

"Mental Health in the North"

Thank you for your interest in our paper "Mental Health in the North". We enclose the twelve copies requested in your telephone conversation with Doctor Willis.

Copies of this paper have already been sent to the Director, Northern Administration Branch, Department of Northern Affairs and National Resources (for whom the paper was primarily written) and to the Chief, Civil Service Health Division. Yesterday a copy was put into the hands of Mr. Abbott who we understand is chairing the Committee of Isolation Allowances, Mr. Gordon Stead has been sent a copy as you know.

We welcome your suggestion that copies might profitably be forwarded to the Civil Service Commission and to the Treasury Board.

We are glad you feel this paper will be of help and naturally, we shall be only too happy to follow it up with any additional information we may be able to give you on this difficult question.

Yours very truly,

P. E. Moore, M.D., D.P.H.,
Director, Indian and Northern
Health Services.

Encl.
JSW/bb

P.A.

1053-300 (050)

OTTAWA, December 10, 1959.

Mr. R. Phillips,
Personnel Manager,
Northern Stores Department,
Hudson's Bay Company,
WINNIPEG 1, Manitoba.

Dear Mr. Phillips:

I am very grateful indeed for your letter dated December 4, 1959, adding so much to the information that I obtained previously.

I should explain that the items about the Company contained in my article were quoted from my own notes which were dictated immediately following our very pleasant day together and of course, represent only a fraction of these notes. Your letter will make the original notes all the more valuable to us.

I was in quite a quandary as to how much to put into the article about personnel selection as it was designed to answer certain questions from the Department of Northern Affairs and National Resources having to do with town planning, housing and amenities for personnel. The article was so long by the time I finished it that I dared not put any more into it lest it would never be read at all.

Actually the article can be regarded as a draft in its present form -- our Departmental

Secretary's office is putting out all material of this kind in this manner. Therefore, I can easily add all or part of the points made in your letter to the document before it is published -- if it is published at all. I am sorry if, from its appearance, you assumed that this was the final form it would take. At present it is being sent to a number of senior government personnel only, as a sort of provocative memorandum and can easily be followed up by additional memoranda elaborating on any points in it, as the names of the present recipients are known.

Am I correct in assuming that you would have no objection to my adding any of the information contained in your letter of December 4th, to the text of the article, in the event that it is published in a suitable professional journal?

May I take this opportunity of thanking you for all the help you have given me.

Yours very truly,

John S. Willis

John S. Willis, M.D., D.P.H.,
General Superintendent,
Northern Health Services.

JSW/bb

1053 300

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Dr. J. S. Willis,
Northern Health Services.

YOUR FILE:
DATED:
OUR FILE:

FROM: Information Services Division.

DATE: Dec. 4/59.

SUBJECT: "Mental Health in the North"

Enclosed is an article prepared from your excellent study of "Mental Health in the North". It grieved me to have to leave out so much good material, but you know our space limitations. Would you please look it over and let me know whether it meets with your approval?

Thank you very much.

(Mrs.) Helen Marsh,
Information Officer.

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M

P.A.

Hudson's Bay Company.

INCORPORATED 2ND MAY 1670.

HUDSON'S BAY HOUSE

NORTHERN STORES
DEPARTMENT

WINNIPEG, 1 4th December, 1959.

Ref. Your File No. 1053-300 (050)

Dear Dr. Willis,

Many thanks for your letter 30th November enclosing a copy of your article "Mental Health in the North".

Considering the magnitude of the subject, I think that you are to be congratulated on your study. I had no idea that your reference to the Hudson's Bay Company would be so extensive, and was a little disappointed that you did not refer a copy of the draft of your paper before it was printed, as you had promised in your letter 18th August last. Had you done so, I would have submitted the following facts, which might better illustrate than words the success or otherwise of the Company's personnel policies over the years.

For instance, during the past 10 years, the average annual staff turn-over loss of all our Store Managers, for all reasons including normal retirements and deaths, etc., is 9.3%. The corresponding figure for the Arctic is 10.8%. The average years of service of our Arctic Managers is 14.8. Only 15% of our present Arctic Managers had a rural background before being hired by the Company, which helps substantiate my point that it is not necessarily a question of environmental background but rather the temperament of the individual which is the most important consideration in selecting people for the North. Quite apart from the accuracy of your quote in connection with our conversation about Scottish young men, it is significant that only 28% of our Arctic Managers are Scottish. In addition to the salary of $175.00 a month you quoted, a new clerk also receives a Special Arctic Allowance, presently amounting to $500.00 per annum. When he becomes a Manager, this is increased to $1,000.00 per annum. Psychological testing of applicants has been done by our Company for the past 13 years. The two tests which are always given to northern staff applicants are the Otis Self Administering test of Mental Ability and the Bennet Mechanical Comprehension test. In addition, we have experimented with numerous other tests, including the Minnesota Multiphasic Personality Inventory, which we discontinued in favour of our own patterned interview. Unfortunately, you must have misunderstood my pronunciation of the word "ambivert" as you spelt it "endovert".

I was sorry that your paper did not include the northern personnel experiences of Canadian Government Agencies, including the Royal Canadian Mounted Police.

While the Company was liberally quoted, the following items, which we consider to be very important in our program and pertinent to your study, seem to have been omitted in your paper:

(a) The strict initial medical examination and subsequent ones which are given our employees and their families on a regular basis. Also the group of Nutritional and Medical Advisors in Toronto, with whom our staff may correspond confidentially on matters of physical or mental health, etc.

(b) All our Units in the North have telegraphic communication with the outside. Where there is no regular communication, the Company has a private broadcast license. Powerful radio home receiver sets, built to Company specifications, are provided for home entertainment.

(c) The Company maintains its own aircraft fleet for any possible evacuations.

(d) A special H B C water purification kit is supplied to our Northern Units, and water purification surveys are conducted on a regular basis.

(e) A special H B C vitamin-mineral tablet is supplied free of charge to staff and their families to take care of any vitamin deficiencies resulting from the lack of fresh food and vegetables.

(f) Our farthest northern unit, which is approximately one thousand miles south of the North Pole, is supplied with a greenhouse, as are others throughout the North. At Pangnirtung, beautiful flowers and even potatoes are grown in their greenhouse.

(g) A Household Furnishings Assistant devotes her full time supplying both household furnishings and equipment to our homes in the North.

(h) An educational allowance is paid to Managers whose children secure their education outside.

(i) Career aspect of job, and home study courses in Accounting, Fur and Merchandising, affording excellent opportunities for promotion.

(j) Comprehensive personnel policies and fringe benefits to which employees are entitled, including such things as the purchase of personal items at cost price plus 3% with shipping charges absorbed by the Company.

(k) Well designed and constructed homes, attractively and comfortably furnished with radio-telephone communication, lighting plants, oil heating, and plumbing facilities, where possible.

Besides careful selection methods, periodic staff interviews both on and off the job, and exit interviews with staff leaving the Company, the above sound policies have all helped resolve, to a large extent, the basic problem facing our family groups and individuals living in the North.

I shall look forward to a discussion of all these points with you in the not too distant future. In the meantime, kindest personal regards.

Yours faithfully,

For the HUDSON'S BAY COMPANY,

for R. Phillips,
Personnel Manager,
Northern Stores Department.

John S. Willis, Esq., M.D., D.P.H.,
General Superintendent,
Northern Health Services,
Department of National Health & Welfare,
OTTAWA, Ontario.

Dictated but not read
by Mr. Phillips.

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1053-300

G. A.

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE -7. DEC. 1959

TO: Dr. J. S. Willis,
General Supt. Northern Health, (IHS).

OUR FILE NO. 464-1-1

REF. YOUR FILE NO.
DATED

FROM: Chief, Civil Service Health Division.

DATE: Dec. 3, 1959.

SUBJECT: Mental Health in the North

Dr. Laidlaw and myself have had the opportunity of reading your article "Mental Health in the North". Both of us consider this an extremely interesting article and one which should be a great benefit to those responsible for the development and recruitment of personnel for the north. The article contains an excellent description of conditions in the north and all the questions you have raised are pertinent, to say the least.

It may well be that this Division could be of assistance in the recruitment problem. Certainly Dr. Laidlaw and myself agree wholeheartedly with your suggestion that all personnel proceeding to the north should have a thorough assessment particularly with regard to their emotional and personal suitability. I am having Mr. Black, my psychologist, read this article as well and I am sure that Dr. Laidlaw and Mr. Black would very much like to participate in the assessment program. I feel that personnel assessed by any methods and tests we use should be followed for a considerable length of time in order to determine the validity of our assessment procedures.

With respect to accommodation in the north it is felt that a combination of individual dwellings and communal dwellings in the form of hotels or motels might be provided just as we have in urban areas in the south. It is true that every Canadian's home is his castle, but many officers, single or married without children, often prefer the communal type of dwelling rather than an individual home. At any rate it is suggested that it would be worthwhile in the future development of northern communities to consider both types.

Appeal - Pam

I have discussed with Dr. Moore the question of making this article available to all government people responsible for development and recruitment of personnel in the north including Treasury Board officials and Civil Service Commissioners. I have suggested that copies of the article go out over his signature. He, I believe, agrees with this suggestion, but would like to withhold further action for another week to ten days until such time as discussions with senior officials of the Department of Northern Affairs

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INDIAN HEALTH
SUB-REGISTRY

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FILE NO:

and National Resources, which are pending, have taken place. I have asked him to have a word with you in this connection.

Once again allow me to offer congratulations of Dr. Laidlaw and myself for a very fine article.

Eric

E. L. Davey, M.D., D.P.H.

P.A.

1053-300 (050)

OTTAWA, November 30, 1959.

Mr. R. Phillips,
Personnel Manager,
Hudson's Bay Company,
Hudson's Bay House,
79 Main Street,
WINNIPEG 1, Manitoba.

Dear Mr. Phillips:

My article "Mental Health in the North" is finished. I attach a copy so that you may see what has been said as a result of the day we spent together. I am being careful not to give it wide circulation until I have heard from you as to whether or not there is anything in it about the Company which you or Mr. Nichols might wish changed.

Any comments or criticism you may wish to make would be most welcome.

Yours very truly,

John S. Willis

John S. Willis, M.D., D.P.H.
General Superintendent,
Northern Health Services.

Encl.
JSW/bb

P. A.

1053-300 (050)

OTTAWA, November 27, 1959.

Mr. P. A. C. Nichols,
Manager,
Arctic Division,
Hudson's Bay Company,
WINNIPEG, Manitoba.

Dear Mr. Nichols:

I am able at last to attach a copy of my article "Mental Health in the North" for your perusal. I hope I have not misrepresented either you or Mr. Phillips in anything I have said about the Company. Naturally any comments or criticisms that you may care to make to me would be most welcome.

Yours very truly,

John S. Willis

John S. Willis, M.D., D.P.H.,
General Superintendent,
Northern Health Services.

Encl.
JSW/bb

Chief,
Mental Health Division.

1053-300 (050)

Director, Indian and Northern
Health Services.

November 20, 1959.

"Mental Health in the North"

Thank you for your memorandum dated October 15, 1959.

A few changes were made before the paper was printed but otherwise it is substantially the same.

As requested in your memorandum we enclose 20 copies of the paper.

P. E. Moore, M.D., D.P.H.

Encl.
JSW/bb

1053-300 (050)

OTTAWA, November 20, 1959.

Mr. G. W. Stead,
Director General,
Marine Services Branch,
Department of Transport,
Hunter Building,
OTTAWA.

Dear Mr. Stead:

"Mental Health in the North"

Referring to a recent telephone conversation with you concerning the problem of selecting well-balanced individuals for government services in the north, we attach a copy of a paper entitled "Mental Health in the North" for your interest.

Copies of this paper have been sent to Mr. Sivertz, the Chief of our Personnel Division and the Chief of the Civil Service Health Division.

It is hoped that this paper will provoke further investigation in this subject. We would welcome any comments you may wish to make.

Yours very truly,

P. E. Moore, M.D., D.P.H.,
Director, Indian and
Northern Health Services.

Encl.
JSW/bb

Chief,
Civil Service Health Division

R. A.

1053-300 (050)

Director, Indian & Northern Health Services

November 19, 1959

Mental Health in the North

We forward for your information a copy of a paper entitled "Mental Health in the North" which was written following a request from the Department of Northern Affairs and National Resources for an estimate of the possible mental health problems that might arise if the town of Frobisher Bay were developed along compact multi-storey lines, possibly under one roof, to save on the cost of public utility services.

Research for this paper led to the apparent need for special methods of personnel selection for northern duty. A copy of this paper has been passed to the Chief, Personnel Division, who is interested in what can be done to improve present methods of personnel selection for the north.

This matter was discussed briefly between you and Doctor Willis the other day. We would be interested in having your reactions and suggestions as to how further progress might be made in examining the need for special medical assessment of officers being considered for northern duty. The attached copies of correspondence from Doctor Stevens and Mr. Gordon W. Stead, Director-General, Marine Services, Department of Transport, regarding the case of Mr. M. Viellette, illustrate the problems that can occur.

P.E. Moore, M.D., D.P.H.
Director, Indian & Northern
Health Services

JSW/jm

Encl.

1053-300

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

P. A.

TO: Director, Indian and Northern Health Services.
Attention: Dr. J. S. Willis

~~H50~~

YOUR FILE:
DATED:
OUR FILE: 120-1-11 (E71)

FROM: Regional Superintendent, Eastern Region.

DATE: Oct. 22, 1959.

SUBJECT: Review of Psychiatric Cases - Northwest Territories - Summer 1959.

Reference your telephonic request for a summary of the psychiatric cases encountered during this past summer in the Arctic, please be advised of the following.

First reference is to the case of [redacted], a D.O.T. diesel mechanic evacuated from Resolution Island early in July by the C. D. Howe for psychiatric reasons.

The summary of this case report has been embodied in a separate report to which you referred, and which has been made available to you. You are respectfully referred to that report for the first portion of this letter.

The second instance concerns [redacted], who on [redacted] was a patient in the Frobisher Bay General Hospital. This man was in hospital on police warrant having been charged under the Insane Persons Ordinance of the Northwest Territories by the R.C.M.P. detachment at Frobisher Bay. He had been a sailor on a ship at the port of call of Cape Christian or Clyde River, had become mentally disturbed, and was in the process of being evacuated to the south when he became extremely paranoiac and violent on the aircraft carrying him from Cape Christian to Frobisher Bay. During this flight, he reputedly attempted to get out of the aircraft while it was in flight, was subdued and off-loaded at Frobisher for medical treatment. This man had had previous history of mental hospital admission and psychiatric treatment which, I understand, involved shock therapy. As nearly as I can determine this hospitalization occurred in Montreal and was during the twelve months preceding his voyage into the Eastern Arctic.

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s.19(1)

The details of the intricacies of this case are embodied in the annual report of the Eastern Arctic Medical Patrol 1959, pages 8, 9, 10 and 11, wherein the difficulties experienced both by our Department and by the Department of Justice (R.C.M.P.) are detailed with respect to the Northwest Territories Insane Persons Ordinance.

The third psychiatric case encountered this summer which was of sufficient proportion to record involved a patient by the name of [redacted], a cabin boy and stevedore on board the S.S. Norco, one of the supply ships in convoy which was anchored in the harbour at Brevoort Island. This boy was eighteen or nineteen years of age and first evidence of the trouble came in a signal on September 16th. when he was described as being doubled up, in convulsions, and bleeding copiously from the nose and mouth. Information was obtained that Dr. Murphy at the Children's Hospital in Montreal had previous clinical knowledge of this patient and he was contacted via micro-wave relay and teletype on Dew Line circuits. He reported that the boy had had [redacted], with good medical results; he had had a pre-operative history marked by sudden onset of epistaxis often associated with severe headaches and mental confusion. There was a history of strong behaviour disorders which had required psychiatric treatment prior to his going north, and there were two episodes of drug intoxication, one due to barbiturates and one of undetermined origin.

Expectant treatment was advised in this case since flying conditions were impossible at Brevoort Island, the weather having been zero-zero for forty hours. However, at 162226/Z a new transmission from Brevoort arrived stating that this man had eaten lye. This was confirmed by radio message and evacuation was therefore considered urgent. Details of this medical evacuation by helicopter, covering a ground distance of 137 miles one way are contained in the annual report of the Eastern Arctic Medical Patrol 1959, beginning on page 6 and ending on page 7. Here again is the third instance of emergency evacuation at considerable expense and at the risk of man power and material for a psychiatric patient who had previous positive history of psychiatric treatment, and in spite of this history had been recruited for service in the Northwest Territories.

J.H. Wiebe

J. H. Wiebe, M.D., M.P.H.,
Regional Superintendent, Eastern Region.

AHS: pf

Prepared by Dr. Atkinson at Dr. Wiebe's request.
70

1053-300

P.A.

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director, Indian and Northern Health Services

~~H50~~

YOUR FILE: 1053-300 (050)
DATED: Sept. 23,1959
OUR FILE: 436-3-4

FROM: Chief, Mental Health Division

DATE: Oct. 15, 1959

SUBJECT: Mental Health in the North

Thank you for sending to me the draft material which has been prepared in connection with Northern postings.

As you know, I am leaving this Department shortly but I have read the draft through carefully and, with the exception of one or two minor points, consider it to be more than adequate.

I have asked Miss Dickson to B.F. this file on November 30th because my successor may have been appointed by that time and I would like him to give you his opinion.

The thought also occurs to me that this Division might well refer the draft document to the Advisory Committee on Mental Health. If you concur perhaps you could arrange to have 18 copies of the draft forwarded to the Division; although I shall have left Miss Dickson will see that a copy is sent to each of the members and, when replies are received, the Division would communicate with you again.

Thank you once more for inviting my comments.

J. E. Gilbert, M.D.

N.H. & W. 2

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Chief,
Mental Health Division.

P.A.

1053-300 (050)

Director, Indian and Northern
Health Services.

Sept. 23, 1959.

Mental Health in the North

1. Further to the conversation between you and Doctor Willis some months ago about mental health problems in the north and in particular about the request from the Director, Northern Administration Branch for advice as to the possible mental health problems of a proposed compact type of townsite at Frobisher Bay, N.W.T., we now enclose a draft of the document promised by Doctor Willis. Apart from a copy sent to our Personnel Division, it has not been circulated.

2. This is intended only as a target for further discussion. No doubt you will wish to comment on it and talk it over with Doctor Willis, so that eventually a more polished and useful document can be prepared for the Northern Administration Branch.

3. We appreciate your assistance in this matter.

P. E. Moore, M.D., D.P.H.

Encl.
JSW/bb

s.19(1)

1053-300 (M2)

OTTAWA, August 10, 1959.

Mr. B. G. Sivertz,
Director,
Northern Administration Branch,
Dept. of Northern Affairs
and National Resources,
Ottawa, Canada.

Dear Mr. Sivertz:

Evacuation of Mentally Ill--N.W.T.

We comment the action reported in your 20 [redacted] of June 19, 1959, because it demonstrates the sort of joint action which should come to bear on medical problems in the more isolated areas. In this instance the cost of removal to Edmonton and any charges associated with establishing a firm diagnosis should be borne by Indian and Northern Health Services. The removal to Winnipeg and maintenance at St. Agnes School lies in a grey zone which may have to be settled in individual cases.

Recapitulating for the benefit of I. & N. H. S. officers receiving copies of this letter, [redacted] a [redacted] Eskimo of Aklavik, demonstrated bizarre conduct with suicidal and violent episodes. This required skilled evaluation and outline of treatment which could not be obtained closer than Edmonton. There, admission to an institution providing case work was recommended and found at Winnipeg.

s.19(1)

Being an orphan, [redacted] was put under the care of the Supervisor of Child Welfare for the Northwest Territories and subsequently under the supervision of the Children's Aid Society in Winnipeg. These are technically legal details of considerable administrative importance but do not apparently alter her Eskimo status.

In summary, Indian and Northern Health Services will accept the costs incurred in obtaining a firm diagnosis in any instance for an indigent Indian or Eskimo. I. & N. H. S. welcomes and in fact must depend upon actions by officers of other agencies. If there can be prior discussion of proposed arrangements so much the better but in an emergency the officer on the ground must act and expect full understanding from the medical service. What is an emergency is always an open question but in practice any intelligent person can recognize one and no discipline is immune from panic.

In this memorandum we wish to deliberately avoid involving the Insane Persons Ordinance. We believe that if this legislation is invoked the matter passes out of medical hands and I. & N. H. S. will decline charges.

So far as maintenance in an institution is concerned, it will be necessary to assess in each instance whether the program is education with expectation of returning the person to society as an improved product or whether it is strictly medical treatment aimed at physical recovery. We assume that in this instance the balance is in favour of social improvement as the maintenance is being accepted by the administrative agency along with the costs involved in placement at the most appropriate school. We assume that if medical therapy alone was indicated it would have been arranged in Edmonton as a charge against I. & N. H. S.

s.19(1)

Other questions will arise when [redacted] has completed the present course. If she is returning directly to Aklavik, presumably Indian and Northern Health Services should accept costs between home and Edmonton.

Yours very truly,

P. E. Moore, M.D., D.P.H.,
Director, Indian and Northern
Health Services.

med

cc Reg. Supt., Foothills
Reg. Supt., Central
Reg. Supt., Eastern

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director, Indian & Northern Health Services

YOUR FILE:

DATED:

OUR FILE: 150-1-A74(E70)

FROM: Regional Supt.,Eastern Region

DATE: 16 July, 1959

SUBJECT: Allegedly Insane Indians

In April of this year Mr. Lariviere of Amos reported an incident relating to an allegedly insane Indian at Mistassini His specific problem was the refusal of the R.C.M.P. to act as an escort until the patient had been certified as insane or until the patient had committed a misdemeanour. Since this would involve going in by air with a physician to Mistassini, certifying the patient and then coming back for the police escort, he was in a rather awkward position.

We laid this before the Legal Division at that time and are attaching a copy of their reply.

Study of this reply does not reveal any easy solution to the problem. This memorandum is forwarded for your information and any comments you may wish to make.

J. H. Wiebe, M.D., M.P.H.
Regional Supt.,Eastern Region

Encl. 1

JHW/cf

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853-300

850-1-A74

Regional Superintendent,
Eastern Region, I.N.H.S.

850-1-A74 (M2)

Director, Indian & Northern Health Services.

14 July, 1959.

Insane Indians - Abitibi

We are certainly prepared to take up with Indian Affairs Branch either through the Interdepartmental Committee or by any more appropriate approach the problems raised by your 150-1-A74 of 3 July 1959. Before doing so however we would like very much to have some constructive suggestions to make.

We all know that the social problems of this area are well known to both services and are not unique. We feel therefore that we must have some new thought in order to make a new approach.

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health Services.

/bt

J. H. Wiebe, M.D., M.P.H.,
Regional Superintendent,
Eastern Region.

Departmental Solicitor.

July 8th, 1959.

Allegedly Insane Indians.

With reference to your memo of April 9th concerning the above, you will recall that I advised you at the time that the R.C.M. Police were quite justified in being cautious in this field and that we should do likewise. I meant to confirm this sooner but before doing so I wanted to give careful consideration to the problem and I am very sorry if, due to various pressures, I have but just now been able to attend to the matter.

When a patient is willing to be removed to a mental institution or, as a case may be, to a psychiatrist's office for examination, there is of course no problem. If he is unwilling, however, the situation is entirely different because generally speaking, no one may forcibly apprehend another or in any way deprive him of his liberty or freedom without due process of law, except, of course, in the various circumstances provided in the Criminal Code where in some cases involving the commission of a crime, one may arrest another.

Indians, and I take it we are concerned herein only with Indians, come within the exclusive jurisdiction of the Federal Government. The Indian Act which governs Indians generally, has a provision whereby the Minister of Citizenship and Immigration may administer or cause to be administered in their best interest, the property of mentally incompetent Indians. The Act, however, is silent with respect to the medical examination of Indians

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to ascertain whether or not they are incompetent and, in the event that they are, with respect to their internment in a mental institution. I know of no other federal legislation on this subject matter and accordingly, we have to fall back on section 87 of the Indian Act which provides that in such a case the laws of general application in a province should apply.

Your query herein has to do with the Province of Quebec where, as you know, there is a definite committal procedure regarding the internment of mentally incompetent persons. Generally speaking, the procedure is to the effect that on the sworn information of two ratepayers establishing that any person endangers public safety, decency, or peace, or his own safety, accompanied by a physician's certificate establishing his insanity and stating that it is urgent that such person be confined in a mental institution, a judge or other proper magistrate may order by warrant that such person be so confined.

It will be seen from the above that the main requirement is that there should be a medical certificate. Our present problem, as I see it, would be how to get the patient to the doctor in order to obtain a certificate if the patient is unwilling. In my view, it would be up to relatives or friends there to try to prevail upon the patient to attend voluntarily, or alternatively, arrange for a doctor to come and see the patient. Otherwise, the case would seem to me to be difficult of solution unless the patient is so sick that he is apt to endanger his own safety or that of others, peace or decency. If that should be the case, the patient will perhaps be apt to commit some misdemeanour or offence such as, for instance, disturbing the peace, and if he does it might be appropriate, after consultation with local peace officers for those who wish to initiate the mental examination of the

.... 3.

patient, to charge or cause the patient to be charged with the said offence and then get the Court to remand the accused for mental examination.

The above is of course somewhat of an extreme procedure and great care should be taken by anyone adopting it because if a person is charged maliciously, lightly or without cause, the informant could well be liable for damages. It is for this reason that a peace officer should be consulted and perhaps a doctor also if possible. I would not think that our own officers should get involved in this although if our opinion is sought from a medical point of view we can of course give it. Indian Affairs, however, might feel that they have a more direct responsibility.

If on the other hand an allegedly insane Indian is in no way apt to endanger his own safety or that of others, does not break the peace or the normal code of decency, I have great doubts that there would be for anyone valid reason or justification to force such Indian to submit against his will to a medical examination, and in such a case I suggest that it would be most unwise for us to interfere in any way except by persuasion if this is possible, especially if we were to interfere on the basis of some hearsay evidence of the kind you mention. In other words, we have no authority whatever to apprehend or cause to be apprehended anybody simply because someone suggests to us that a person should be mentally examined to see whether he is sane or not. As far as that goes, I know of no authority under our legislation that would permit us to do anything in this field other than examine a patient if the patient is willing. We can also examine an unwilling patient but only if he is detained under proper authority and in either case, we can of course give a certificate as to the result of the examination.

.... 4.

Incidentally, if a reported case appears to be serious enough, would it be feasible for one of your medical officers to go and examine the patient? In the affirmative, while a patient might not want to leave his home to travel some distance in order to submit to a medical examination, chances are that he would be willing if the examination were to take place at his home. If he is still unwilling, perhaps it would be possible for our doctor just the same to observe him sufficiently to permit him to complete the required medical certificate. It could facilitate matters also if it were possible for the doctor not to divulge his identity. I appreciate, of course, that all this might be quite impractical but if feasible, I think it would be preferable to incur the expenses involved than to risk criticism or an action for damages through causing someone to be apprehended for a medical examination against his will.

The above is a very general outline of the legal situation as I see it. In practice, if you should come across a concrete case where you feel that a medical examination is indicated but where a proper course of action is not clear, we should be pleased to consider the problem as I am sure that in any bona fide case, it should be easy enough to find a satisfactory solution.

L. C. Archambault.

P.S. I have carefully examined the Quebec legislation and I must admit that I find no clear answer to the specific question as to whether there is any means whereby a person who is suspected to be insane can be examined against his will for the purpose of getting the medical certificate required by the committal procedure, that is to say, a procedure other than that

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of charging the patient with some offence. Consequently, I am now writing to the Quebec authorities to seek their advice on this point. Meanwhile, the above perhaps answers the main points raised. If there should be any special aspect that you wish to discuss further or any additional information required on some point, please let me know.

ICA/CL

253-300L

850-1-A74

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director, Indian & Northern Health Services

YOUR FILE:
DATED:
OUR FILE: 150-1-A74(370)

FROM: Regional Supt., Eastern Region

DATE: 3 July, 1959

SUBJECT: "Insane Indians"- Abitibi

On at least three separate occasions in the last six months we have been asked for assistance by Mr. Lariviere in his dealings with allegedly insane Indians from the Mistassini area particularly. The attached copy of a letter from him portrays a fairly good example of the manoeuvres which he has had to go through in order to achieve evacuation. There seems to be a great deal of timidity respecting evacuation of such people, and this is not confined to the Amos area by any means. Agency Superintendents fear reprisals both from the individuals and through legal channels; police will not act unless ordered to do so by their Provincial or Federal Headquarters, or unless a formal charge is laid; Agency Superintendents hesitate to lay charges.

There is a strong undercurrent to this whole business in Mr. Lariviere's area. It is very doubtful that the patients alleged to be insane are actually certifiable. Mr. Lariviere lays the blame largely on the illicit production of home brew by the Indians and one is inclined to credit his opinion. He is, however, helpless since the R.C.M.P. rarely take action, and when they do so, charges laid are thrown out by the Courts. He has received little support from his own headquarters within whose jurisdiction this matter largely lies, I would presume.

It seems that the situation has grown sufficiently serious to warrant a discussion between the two Services (I.N.H.S. and I.A.B.). It is likely that these discussion would be most fruitful if carried on at the highest level.

J. H. Wieber, M.D., M.P.H.
Regional Supt., Eastern Region

JHW/cf

N.H. & W. 2

s.19(1)

To: The Regional Superintendent, Eastern Regi
Indian & Northern Health Services,
Room 406, Booth Building,
165 Sparks Street,
Ottawa, Ontario.

From:- The Superintendent, Abitibi Indian A^cy,
AMOS, Que.

COPY

74/17- 7 - 6

June 25th. 1959

INSANE INDIANS

Dear Dr. Weibe,

Further to re t from Mistassini on June 23rd. 1959, wanting immediate remov of 3 insane Indians, I communicated with the Provincial Authoriti, it worked out as follows :-

1.- At Amos with Chief - p incial Police.
2.- He had to refer to his ief in Montreal, Montreal phoned back advising him, to infor me to make request on Capt. Matte, Quebec.
3.- By that time was goin o Obedjiwan and at Senneterre, I called Capt. Matte of the p vincial Police, who informed, after lot questions he had not g to do with that, but I would have to call Mr. Cantion of the A orney General.
4.- I called The Office f the Attorney General-Quebec, the party who answered the ph , said he had nothing to do with that, he was working there, t the only thing he had to do, was to hand over the papers to r. Cantin, finally I called a Mr. Frenette who advised he wou instruct the " Police " to take action.

All this delayed me at Amos and delayed me at Senneterre, and the plane, about 1 hour.

I am advised this p. that the Provincial Police effected removal yesterday - RUSH it took them - 3 days. If we had been able to " handle it " thro n the R.C.M.P., it should have taken about 6 hrs. no waste of time an costly telephones. Plus the people at Mistassini assisting and co operating, having to assume the " duties " of GUARDS and so on. Radi messages etc.,

The names of the Indians removed are :-

1.- [redacted] born [redacted]
My opinion this girl is not " crazy " , may have a " fit " or equal over disputes with her mother etc.
2.- [redacted] born [redacted]
This is the girl we brought out from Nitchequon last winter, on arrival at Amos, was found perfectly sane, she came out a few days ago as escort, also found to be well, on return to Mistassini - said to be " crazy " .

s.19(1)

To: The Regional Superintendent, Eastern Region,
Indian & Northern Health Services,
Room 406, Booth Building,
165 Sparks Street,
Ottawa, Ontario.

74/ 17-7-6

June 25th. 1959

From:- The Superintendent, Abitibi Indian Agency,
AMOS, Que.

INSANE INDIANS

3.- [redacted] born born [redacted]
This youngman, was always on the " feeble minded side " , he may have broken down, or may be mixed up with the " girls " or equal, or got in " homebrew " .

Band Nos. are. [redacted] and [redacted]

I have no other information on these Indians for now and I can't say ~~xxxxxxxxx~~ where they were taken from Mistassini, however to make it " easier " to Mr. Frenette, of the Attorymey General Office, if necessary they could be taken to Quebec - Park Savard for examination.

From other reports the Indians at Mistassini went on a " homebrew warpath " at the time these - 3 young Indians - went crazy. Liquor among these primitives is simply destroying our efforts, not only on medical, but welfare and what not, a batch of homebrew, and a " bootlegger " among these Indians, is always a very costly affair in dollars plus the follow up, for example Indian Blacksmith in Park Savard, [redacted] at Low Bush, and others.

We have a case now at Amos, resulting from a fight [redacted] at Waswanipi, in a fight was pushed over on his back on a broken bottle, the sharp points went through his back, hospitalized just at present, Unless something is done to protect Indians against " intoxicants ", it will soon be impossible for " employees " to work among them.

These Indians with liquor simply go xrazy, and many of them become danagerous, for others including Indians.

I will be at Mistassini early next week, will find out more about it.

H. Lariviere - Supt. Indian Agency.

s.19(1)

H52 26/5/9

1058-300

PLEASE QUOTE
FILE 20-Jacobson, Katie, W3-236.

ROF

NORTHERN ADMINISTRATION AND LANDS BRANCH

CANADA
DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

25. JUL. 1959

OFFICE OF THE DIRECTOR

Ottawa, 19 June, 1959.

Dr. P. E. Moore,
Director,
Indian and Northern Health Services,
Dept. of National Health & Welfare,
Booth Building,
Ottawa, Ont.

Dear Dr. Moore: Transport of mentally ill NWT

On April 14 Mr. C.L. Merrill, Administrator of the Mackenzie informed Dr. Matas that [redacted] at Aklavik required psychiatric assessment as she appeared to be suffering from a serious behaviour disorder and had attempted to commit suicide. This information had been forwarded to Mr. Merrill by the Medical Officer and the Welfare Officer at Aklavik.

Following her attempted suicide, [redacted] was placed in the Immaculate Conception hospital at Aklavik where she was kept under observation. While at the hospital she assaulted an infant patient. When this information was received by Dr. Matas he informed Mr. Merrill that he was ready to receive the girl and would arrange for a psychiatric examination.

As [redacted] was an orphan who had been raised by the Roman Catholic Mission at Aklavik, it was decided that she should have a legal guardian if it was necessary for her to leave the Northwest Territories. For this reason she was committed to the care and custody of the Superintendent of Child Welfare on April 27. As soon as this legal action had been taken, arrangements were made to transport [redacted] to Charles Camsell hospital.

The medical staff at Oliver mental hospital, Charles Camsell hospital and the Edmonton Child Guidance clinic recommended that [redacted] be placed in a treatment institution where she would receive casework and psychiatric treatment. St. Agnes school, Winnipeg, Man., was suggested as the institution that offered the best facilities for the treatment that she required.

... 2

s.19(1)

We have approved this placement and [redacted] is now in Winnipeg. While she is in Winnipeg [redacted] care will be supervised by the Children's Aid Society of Winnipeg with the approval of the Deputy Minister of Public Welfare of Manitoba.

This is the first case of this nature that we have had to handle but we feel quite certain that more children will require this type of treatment in the future. For this reason we feel we should clarify the administrative procedures involved as both of our Departments were active in arranging for [redacted] care.

We feel we should be responsible for [redacted] maintenance while she is at the school in Winnipeg as this cannot properly be termed medical treatment but we are concerned about the transportation costs to Edmonton. In this case we arranged the transportation to Edmonton which was necessary so that [redacted] could receive a psychiatric assessment. This examination was suggested by a Medical Officer.

I am most interested in securing your comments on this case, with reference to what has happened, what should be done in the future and the administrative procedures that should be followed.

Yours sincerely,

B.G. Sivertz,
Director.

1053-300 (AT2)

Ottawa, 26 May, 1959.

Mr. W.S. Arneil,
Indian Commissioner for B.C.,
P.O. Box 70,
Postal Station "A",
Vancouver, B.C.

Dear Mr. Arneil:

Transportation for the Insane - Yukon

We are just now able to deal with your file 166/27-5 dated 24 March 1959 which was accompanied by copies of 166/27-5 dated 16 March 1959 from Mr. Jutras and a communication dated 12 March 1959 to Mr. Jutras from Mr. Collins, Commissioner of the Yukon. All was forwarded under Director I.A.B. cover 166/27-5 of 1 April 1959.

Up to the present there has not been any difference in our attitude towards costs of committal and transportation of Indians destined for mental treatment institutions from the Yukon as against any province. I believe you interpret this attitude correctly that if the individual carries a medical tag, Indian and Northern Health Services will accept the cost of transportation of patient and necessary escort. If the individual carries a tag placed on him by a provincial law or territorial ordinance we will not become involved until he is handed over to a medical agency. In neither instance do we accept the account for certification unless an officer of Indian and Northern Health Services asked for the medical examination.

We note the contention of the Commissioner of the Yukon that Ordinances under his jurisdiction say thus and so. We note also the argument about non-revenue producing Indian residents. It is a point of view shared widely by provincial and territorial administrators but

does not alter this basic principle to which we adhere - the agency creating a law or ordinance can be expected to make provision for enforcement. Indian and Northern Health Services, as a federal agency, is not prepared to place itself as subservant to the legislation of other agencies.

We believe it has been your experience that where an Indian falls first into medical channels because he appears to his neighbours to be mentally ill, his evacuation to a treatment centre, treatment arrangements and return home operate smoothly. If a person is, on the other hand, considered a menace to the community and is passed through law enforcement channels under a label "insane" which is not a medical diagnosis, then the law enforcement agencies have the privilege of picking up the account.

We believe that this area of conflict of opinion is under review and certain amendments may come out of this. In the meantime we hope that the above outline proves to be a satisfactory working basis so far as Indian Affairs Branch and Indian and Northern Health Services is concerned.

Yours very truly,

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health Services.

/bt

cc Director, Indian Affairs Branch
Regional Superintendent, Pacific Region, I.N.H.S.
Regional Superintendent, Foothills Region, I.N.H.S.
Director, Northern Administration Branch.

CANADA

IN REPLY PLEASE QUOTE

NO. PA

Department of National Defence

ARMY HEADQUARTERS,
OTTAWA, 1 May 59.

MENTAL HEALTH
IN THE NORTH.

Dr. John Willis,
General Superintendent,
Northern Health Services,
Department of National Health & Welfare,
Ottawa, Ontario.

Dear John

I am enclosing a copy of the report written by Major J.E. Gilbert regarding personal problems in northern postings.

DRB advise that, in the service people studied, personnel who adjust well in any general area adjust well to work or living in the Arctic Area. This study specifically avoids the inclusion of isolated stations.

Dr. Hildes, DRB, of Winnipeg is carrying out further studies on living conditions in the north. It is understood that the Bell Telephone is particularly interested in this piece of research, but no report is available as yet.

You may wish to discuss further developments with Dr. MacCharles or Dr. Stewart, DRB Medical Section.

Colonel Kuitert has no reports of the type you requested in his files. This problem is usually considered one of "Small Group Living" DRB DSIS, Miss Ironsides has copies of the Bolling Report (Local 2-4336).

Yours sincerely,

RJ Nodwell Col

(R.J. Nodwell) Colonel,
Deputy Director General of Medical Services.

Enc.

C.A.F.A. 440

[redacted]

C
O
P
Y

ARMY HEADQUARTERS

20 Mar 56

DGMS

Northern Postings

Introduction

1. An opinion has been expressed recently that service personnel, as a result of posting to Fort Churchill, undergo a personality change. Such a change has been variously expressed as a falling off in efficiency, a lack of fine judgement, inability either to achieve or maintain good inter-personnel relationships and also the exhibition of vicarious anti-social and deviant sexual behaviour. In order to obtain some first hand impressions, the writer, who in the past has been reasonably well acquainted with Fort Churchill, made a short return visit to that area. It must be stressed that what follows are the impressions of an observer who was in the camp for a very limited period.

Bibliography

2. The problems thought to arise out of "isolated postings" --- particularly those in the North --- have been covered extensively in the scientific literature during the past ten years. No attempt can be made in a communication of this kind to make more than the briefest references to these studies. The most comprehensive work has been that undertaken by the Human Resources Research Laboratories at Bolling Air Force Base and The Artic Aeromedical Laboratories in Alaska. The general trend can be summarized by a direct quotation (Arctic Aeromedical Laboratories, Project No 21-01-022 Part 2), "results indicate that those failing to adjust (to northern latitudes) are poorly integrated, maladjusted individuals who would be poor psychological risks in any stressful environment." Of particular interest is Part 3 of the same Project Report in which the MMPI was administered to a sample of infantry men exhibiting varying degrees of ability to endure northern postings. "Those less able to endure the Alaska tour diverged significantly from the normal soldier. The predominant diversion was within the depression scale".

Method

3. In the present study, the observer spent one afternoon with the Command Medical Officer at Winnipeg and flew with him the following morning to Churchill. The return was made after a stay of 48 hours and, on the following morning, a further period on discussion took place at Winnipeg.

4. Throughout the period ability to listen with the "third ear" was used to the utmost. The reliability of such a method must be left to the personal philosophy of any reader. Much time was spent with, and listening to, such key people as the Commandant, DAAQMG and Senior Medical Officer. Certain specific phychiatric conditions were presented for diagnosis and disposal. On one of the two evenings a mixed mess dinner was held and, on the other, various key personnel were present at an informal dinner party. Both occasions gave unique opportunities for relaxed after dinner discussion (and observation).

5. In addition to the above, arrangements were made for group discussion with those who had spent some time at Fort Churchill. Two groups --- one consisting of officers and the other of senior NCOs --- met for discussion which was of the non-structured "free association" variety.

Specific Findings

6. General Impressions

(a) Findings grouped under such a heading are always suspect and the writer is only too aware of the dangerous ground upon which he is treading.

(b) In a community such as Churchill, much depends upon the personalities of, and inter-personnel relationships between three key personnel, i.e., Commandant, DAAQMG and Senior Medical Officer. Although he is aware that the charge of chauvinism will be made against him, the writer is of the opinion that the position of Senior Medical Officer exerts or CAN exert (in a global sense) the greatest single positive or negative influence. Providing his other medical officers are technically competent, the requirement is not that he have special skills but rather that he be a mature, stable, sympathetic, warm personality. This requirement extends to his immediate family and it is, perhaps, not exaggerating to say that this appointment of Senior Medical Officer is one of the more important in the RCAMC. For the moment, it is sufficient to say that one has the impression that this requirement has been met. In like manner, it is fair to say that the inter-personnel relationships among the key personnel are as they should be.

(c) Relationships within the community (i.e., in the PMQ Area) seem to be similar to those in any concentrated, isolated, or semi-isolated group. As one officer said, "When you get steamed up, you can't get into your car and drive down the highway to have a drink". Trials and tribulations of the office tend to spill over into the home, and, in certain cases, the female head of the house crusades for her husband in her own right.

(d) The feeling was wide-spread --- both officially and unofficially --- that those in Fort Churchill were neglected by Prairie Command and forgotten by AHQ Ottawa. This projection of hostility is by no means peculiar to northern postings and is quite common in any isolated community --- it has been given the name of "island neurosis" to those who exhibited such tendencies on Vancouver Island, B.C.

(e) Those cases exhibited at the hospital for diagnosis and disposal cannot be considered in any way psychiatric problems peculiar to, or caused by, a northern posting. It is interesting to note that the medical officer who presented a typical case of agitated depression said, "Of course, he's just bushed - but there is nothing else wrong with him". The problem of the "single soldier" --- he who is not married and must remain for two years (with leave after twelve months) --- and he who is married but not allotted a PMQ and remains a year --- has not been solved as yet. Young adults in the

early twentys have little opportunity for the pre-marital explorations which are natural at that age. Limitations imposed by space and climate mean that outbreaks of deviate behaviour can be expected. Most activity of this kind is purely facultative in nature and disappears spontaneously upon return to a more normal environment. Cases that come to notice do not merit alarm and despondency --- NOR extreme retribution. With regard to alcohol consumption, one has the impression that the intake is higher than on other stations but it would be grossly unfair to go further than the word "impression".

7. Group Discussions

(a) Two group discussions were held --- one with officers and one with NCOs. Each was non-structured and "permissive". Those participating were chosen at random from among personnel whose stay had been at least three years. Each group was co-operative and there was little overt anxiety or hostility, although a certain degree was directed against those responsible for the initial selection and posting of individuals to the north. In particular, it was felt that insufficient information was given at time of posting, and that only too often the soldier was sent north as soon as he had completed his basic training.

(b) Considerable hostility was directed towards Prairie Command and AHQ Ottawa whom, it was felt, regarded those at Churchill as "poor relations".

(c) It was gratifying to note the confidence expressed in the medical services --- especially the unsolicited high praise that came from the senior NCOs. As one Sergeant Major said, "My wife is getting better care here than anywhere else in Canada". The same feeling was expressed about the education facilities. On the other hand, some uneasiness was expressed about the scant information given by the hospital over the telephone to relatives enquiring about their sick --- the feeling was expressed, "Nobody seems to know anything and often they don't even care". This is really a matter of public relations and is being rectified on a local level.

(d) Several of the NCOs --- especially those in the Service Corps and RCEME, have a strong conviction that the single man becomes more accident prone and has a higher crime rate and more minor sickness during his second year. This is an interesting observation, and it would be well to gather statistics to see if such is the case.

8. Length of Posting

(a) As the situation now stands, married personnel are posted to Churchill for three years and single men for two years. In practice, and because of the shortage of PMQs, certain postings have been designated "key postings" and accommodation is guaranteed, whereas the remainder are told that quarters will never be available. In the latter case, the tour of a married man is twelve months.

(b) This arrangement has certain merits; those selected to fill key positions are made to feel important by an appeal to their "amour propre". On the other hand, one has considerable mental reservations about the wisdom of a three year tour for the married personnel. At first glance, it would seem that Fort Churchill has all that a modern community can offer, and that it can not be classed "isolated" because of the rail and air link. Community services are good and there are many ventures and activities (clubs, hobbies, handicrafts, continuation education, etc.) which are more accessible and better organized than the conventional town-sites. However, against this must be balanced the close living quarters, the long period of winter, and confinement within a relatively small area. Opportunities occur for the male element to escape for a few days in the shape of temporary duty, courses, etc., but the women are closely chained to monotonous house work, diapers, and raising a family. No opportunities exists for window shopping, parading in fine clothes or other activities necessary to the female.

(c) Moving out of Churchill presents a financial hazard particularly for the married couple with two or three children. Sometimes an airlift as far as Winnipeg is possible, but no confidence can ever be placed in such an arrangement because dependents have a low priority.

(d) There is unequal treatment between the services. Air Force postings and United States Army assignments are for two years, whereas the civil servants have travel for themselves and dependents paid each year as far as Winnipeg.

(e) Two suggestions are made with regard to this problem. In the first case, it is felt that the tour for those accompanied by families should be two years. At the end of this time, each request for extension either by the department or by the individual would be assessed as a separate case. The other suggestion is that those with families be given one warrant a year as far as Winnipeg for all concerned. This annual "transfusion" of the outside world would do much to mitigate against the petty frictions and tensions consequent upon living at close quarters.

Conclusions

9. As the evidence now stands there does not appear to be much to support the contention that isolated postings such as Fort Churchill tend to produce a personality change. Unstable, immature or inadquate individuals will break down in the north just as they will break down in any other situation of minor stress. Unfortunately, such breakdowns by the very nature of the location, appear more dramatic and tend to give rise to the myth of "being bushed". Close quarters living and the inability to "get away from it" for an evening, may produce a certain mild irritability. There is much to be said for regular planned leaves with financial assistance as far as Winnipeg --- the additional cost to the Treasury would be re-paid (with dividends) by a general increase in morale and efficiency. The selection of individuals considered suitable for Churchill needs much more care and attention,

and must include the total family picture. At the same time, the policy of sending new soldiers fresh from basic training cannot be defenced. It is recommended that a single man be posted for a period of one years total service in the area, i.e., he has leave before he goes, remains for twelve months and has leave as soon as he comes out.

10. A requirement exists for an information booklet --- similar to that given to families proceeding to Europe --- that can be given to dependents before departing for the north. Many cases of discontent have their roots in faulty or incorrect initial information.

11. Finally, the tour of married personnel should be two years, at the end of which time request for extension would be carefully assessed. Annual leave from Churchill is a necessity and travel warrant as far as Winnipeg are recommended.

12. The problems posed by isolated postings such as Fort Churchill raise a number of interesting points --- none of which can be answered without thought and research. Some topics, and suggested solutions, have been touched upon in this communication. Further thought is needed and two fields of study immediately come to mind; it would be well to collect statistics linking time of stay with such factors as minor illnesses, crime rate and accidents. Of even greater interest would be the application of the MPPI and other tests, (word association or projection tests) in an attempt to pre-spot those who might become a source of embarrassment.

As a final word, it should not be imagined that these difficulties are inherent or peculiar to postings in the north --- the same patterns of behavour will appear whenever personnel are moved to a strange, unfamiliar environment. Thus, one may look for similar difficulties in Indo-China, in Korea, and even in Germany. The French, the Dutch, and the British faced these problems 100 years ago and evolved certain "supports" with greater or lesser degrees of success. In connection with the British, one immediately thinks of India and the elaborate protocol that was developed as a protection and a support. It is NOT suggested that Canada, who is assuming world responsibilities, imitate any previous culture but, given time and research, a response that is unique to this country can be found.

(Sgd) (J.E. Gilbert) Major

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director,
I.N.H.S.

YOUR FILE:
DATED:
OUR FILE: 1053-300 (H50)

FROM: General Superintendent,
Northern Health Services.

DATE: April 14, 1959.

SUBJECT: 1. Mental Hygiene — Northern Settlements
2. Possible hazards to Mental Health — Frobisher Bay Compact Plan

In a letter from the Director, Northern Administration Branch, dated October 29, 1958, the question of mental health in the north was raised, with special reference to the proposal that a compact town plan be worked out for Frobisher Bay that would produce a much greater density of population than is customary in the Arctic. To quote from the letter: "One aspect of the whole question that gives us special concern is the sociological implications of dwellings such as we might be considering. In this connection we might speak of the mental health implication."

A memorandum was addressed to the Deputy Minister dated January 20, 1959, quoting from Mr. Sivertz' letter and seeking consultation with the Chief of the Mental Health Division on this problem.

Doctor Proctor subsequently had a telephone conversation with Doctor Gilbert, Chief of the Mental Health Division, and Doctor Willis had a meeting with Doctor Gilbert on April 7, 1959. This meeting was devoted to preliminary discussion of the subject and Doctor Willis agreed to have a try at a draft document contrasting living conditions in the north with living conditions in the south in an attempt to assess how the average Canadian accustomed to urban life in the south might be expected to react and adjust to a more restricted but less rushed life in the north. It was fully realized that this draft could serve only as a target for criticism.

Doctor Gilbert pointed out that the Department of National Defense has already examined this question with respect to the billeting of troops in the north, as a result of experience at Fort Churchill, Manitoba, and the U.S. authorities have examined it with respect to DEW Line stations in Alaska. Colonel R. J. Nodwell, Office of D.G.M.S. (Army) has

been approached by telephone and is looking into the possibility that restricted D.N.D. reports and possibly the U.S. report might be made available to us. I am now working on the draft document and it should be ready in about two weeks' time. I propose to discuss it first with Doctor Gilbert with a view to preparing a further draft that might be suitable for wider circulation.

John S. Willis, M.D., D.P.H.

cc: Chief, Mental Health Division.

Director,
I.N.H.S.

PA

1053-300 (H50)

General Superintendent,
Northern Health Services.

April 14, 1959.

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John S. Willis, M.D., D.P.H.

JSW/bb
cc: Chief, Mental Health Division.

INDIAN AFFAIRS BRANCH

CANADA

-6. APR. 1959

OFFICE OF THE DIRECTOR

166/27-5

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

Ottawa, April 1, 1959.

Dr. P.E. Moore, D.P.H.,
Director,
Indian & Northern Health Services,
Dept. of National Health & Welfare,
OTTAWA.

Dear Dr. Moore:

Enclosed are copies of an exchange of correspondence between the Superintendent of the Yukon Indian Agency; Mr. F.H. Collins, Commissioner for Northern Affairs and National Resources, Whitehorse, and the Indian Commissioner for B.C. concerning transportation of Indians from within the Yukon Territory for committal in asylums for the insane.

In view of the fact that your Service assumes responsibility for transportation and treatment in respect to insane Indians to the extent that such responsibility is assumed by the Federal Government, I would appreciate it if you would write directly to Mr. W.S. Arneil, Indian Commissioner for B.C., in respect to his inquiry of March 24th, forwarding a copy of your letter to this office for purposes of record.

I am forwarding a copy of this letter to Mr. Arneil.

Yours sincerely,

H.M. Jones,
Director.

000880

INDIAN HEALTH
SUB-REGISTRY

APR 3 2 54 PM '59

FILE NO:

COPY

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

TO: Indian Affairs Branch - Ottawa

OUR FILE: 166/27-5

FROM: Regional Office - Vancouver

SUBJECT: Transportation - Indian Mental Patients - Yukon

DATE: March 24, 1959

Having in mind the request of the Territorial Commissioner of the Yukon to Superintendent Jutras that the Indian Affairs Branch be requested to assume total costs in connection with the committal and transportation of insane Indians, the attached correspondence is forwarded for consideration and discussion with Indian and Northern Health Services.

In British Columbia the Department is, of course, aware that in the case of voluntary committals to the Crease Clinic, the cost of treatment and care is borne by Indian and Northern Health Services with transportation and medical examinations by arrangement. Non-voluntary cases are medically examined and transported by the Province with Indian and Northern Health Services paying treatment and care costs as well as transportation back to the Reserves in arranged discharges.

Having in mind the Director's close contact with the Territorial Council, it is considered this matter be moved directly to Ottawa. May we be advised of any decisions reached?

for/ W.S. Arneil
Indian Commissioner for B.C.

Encs. 3

COPY

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

TO: Indian Commissioner for B.C. OUR FILE: 166/27-5

FROM: Indian Supt., Yukon Agency, Whitehorse, Y.T.

SUBJECT: Transportation - Insane Indians DATE: March 16, 1959

I enclose herewith a copy of a letter dated March 12 from the Commissioner of the Yukon Territory pertaining to the responsibility of costs involved in the committal of Insane Indians. I also enclose for your information a copy of the Insane Person's Ordinance.

Normally the cost of committal of Indians is assumed by the Attorney General's Branch of the Province in which they reside. In the Yukon the situation is somewhat different as law enforcement is under the Attorney General Branch, Department of Justice, Ottawa.

The cost of committal in the Yukon would rest with the Territorial Government and as you know they do not approve spending any funds whatsoever on an Indian. In the case of committal however they should be responsible for the cost of medical certification.

It may well be that this is considered a medical matter. If so kindly return the attached documents in order that I can refer them to Indian and Northern Health Services, Yukon Zone.

(Sgd) M.G. Jutras,
Indian Superintendent.

MGJ/pw

COPY

NORTHERN AFFAIRS AND NATIONAL RESOURCES

WHITEHORSE, Y.T.
March 12, 1959

Dear Mr. Jutras:

In respect of Indians committed under the Insane Persons Ordinance the Territory is assuming cost of medical examination and transportation of patients to Essondale, plus return fare of escorts. Indian Affairs pay cost of treatment and hospitalization upon referral.

It is requested that an arrangement be entered into with Indian Affairs Branch whereby all expenditures of the Territory in connection with the commitment of Indians under the Insane Persons Ordinance be assumed directly by Indian Affairs, or initially by the Territory on a recoverable basis from Indian Affairs.

Indians are a responsibility of Indian Affairs throughout their lifetime. The Territory collects no taxes from them except those pertaining to liquor and gasoline. Marriages of Indian females to males of white status places such females and their children in white status and a territorial responsibility in every respect. A considerable financial burden is thus placed on the Territory as many of these marriages result in desertion of the husband and most certainly involve a high ratio of expenditure from territorial health and welfare votes not to mention costs of education.

The Territory accepts such costs as part of the process of integration but I feel that the financial outlay on such process should be confined to Indians of white status and the results of marriages between male whites and females of Indian status.

Adverting to the application of such principles to the Insane Persons Ordinance it is requested that you take up with your superiors the proposal contained in paragraph two of this letter and advise me of the outcome.

Yours sincerely,

F.H. Collins
Commissioner.

M.G. Jutras, Esq.,
Superintendent,
Indian Affairs Branch,
Box 2110, Whitehorse Y.T.

CHAPTER 8

ORDINANCES OF YUKON TERRITORY

1956 (First Session)

AN ORDINANCE TO AMEND THE INSANE PERSONS ORDINANCE

(Assented to April 10, 1956)

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

1. The Insane Persons Ordinance, chapter 21 of the Ordinances of 1954 (third session), is amended by adding thereto, immediately after section 8 thereof, the following section:

Expenses for care and maintenance of insane person.

"8A.(1) Where any person is found to be insane and is committed to the custody of the Royal Canadian Mounted Police pursuant to subsection (2) of section 6 or to a place designated by the Commissioner under subsection (4) of section 6 and the Territory has incurred expenses in connection with the medical examination, transportation, confinement, care and maintenance of the insane person, the Territory shall have the right to recover such expenses from the insane person or from the property of the insane person.

(2) Where the Commissioner is not able to recover the expenses referred to in subsection (1) from the insane person or from the property of the insane person he shall have the right to recover such expenses from any person who has a legal obligation to provide for the care and maintenance of the insane person.

(3) The Commissioner may

(a) make any arrangement he may think proper for the recovery of the expenses referred to in this section; or

(b) abandon all or part of the claim against the insane person or against those persons legally liable for the care and maintenance of the insane person."

CHAPTER 21

ORDINANCES OF YUKON TERRITORY

1954 (Third Session)

AN ORDINANCE RESPECTING INSANE PERSONS

(Assented to Nov. 22, 1954)

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

Short Title

Short title. 1. This Ordinance may be cited as the Insane Persons Ordinance.

Interpretation

Definitions. 2. In this Ordinance

"Court" (a) "Court" means a justice of the peace or a Judge of the Territorial Court, as the case may be;

"Insane person" (b) "insane person" means a person,

(i) in whom there is such a condition of arrested or incomplete development of mind, whether arising from inherent causes or induced by disease or injury, or

(ii) who is suffering from such a disorder of the mind,

that he requires care, supervision and control for his protection and the protection of his property and has been so found by the Court;

"Person charged" (c) "person charged" means a person respecting whom an application has been made alleging that he is or is suspected and believed to be insane; and

"Public Administrator" (d) "Public Administrator" means the person appointed to that office in the manner authorized by law.

Jurisdiction.

3. (1) An application under this Ordinance may be made to a justice of the peace having jurisdiction in the area in which a person charged resides or may be, or a Judge of the Territorial Court, either of whom have jurisdiction to entertain the application and make such orders under this Ordinance as may be necessary.

Justice of the peace may deal with application or refer it to higher court.

(2) Where an application is made to a justice of the peace, he shall, having regard to the urgency with which such application should be dealt with for the safety of life and property, exercise jurisdiction under this Ordinance or direct that it should be made to a Judge of the Territorial Court.

Application.

4. (1) Any person may make an application to the Court, supported by his affidavit giving reasons therefor, alleging that a person is or is suspected and believed to be an insane person and requesting an order declaring that such person is an insane person, respecting his custody or commitment and respecting the management of his property.

Warrant for hearing.

(2) Subject to a direction pursuant to section 3, the Court may, if satisfied that the application and supporting affidavit warrant a hearing, issue a warrant in Form A in the Schedule, to apprehend the person charged and bring him before the Court for a hearing.

Detention without warrant.

(3) Any person apparently mentally ill or mentally defective and conducting himself in a manner which may be dangerous to himself or others, may be apprehended without a warrant by a constable or peace officer, and detained until the question of his mental condition is determined by the Court.

Evidence at hearing.

5. (1) The Court shall, at the hearing of the person charged, hear evidence concerning,

(a) the alleged insanity, including medical evidence;

(b) the residence, name, age and other particulars of the person charged;

(c) the means of support of the person charged and the property, both real and personal, of the person charged;

(d) his marital status and dependents, if any; and

(e) such other matters as the Court deems relevant to the case.

Powers at hearing.

(2) The Court has full power to compel the attendance of witnesses, the production of documentary or other evidence and take such other steps as it deems necessary for a full and proper hearing.

Dismissal of Application.

6. (1) There the Court is not satisfied that the person charged is insane, it shall order dismissal of the application and make such order as to costs or otherwise as it deems just in the circumstances.

Where found insane.

(2) Where the Court is satisfied that the person charged is insane, it shall make an order to that effect, and shall commit such person, by warrant in Form B of the Schedule, to the custody of the Royal Canadian Mounted Police to remain in such custody until the pleasure of the Commissioner is known or such person is discharged by law.

To notify Commissioner.

(3) Where an order and warrant are made under subsection (2), the Court shall cause copies thereof and of the evidence produced before it to be sent, as soon as possible, to the Commissioner.

Powers of Commissioner.

(4) The Commissioner may make such order as he deems advisable as to the future custody of the insane person or may, in his discretion, direct that the hearing be re-opened or that a new hearing be held or that such other inquiry or steps be taken as he deems advisable.

Management of estate.

7. (1) Where the Court has declared that a person is an insane person, it may appoint one or more trustees to manage his property, and if no such trustees are appointed, the Public Administrator shall manage his property as an estate.

Powers of Public Administrator.

(2) Subject to any further order by the Court or by the Commissioner, the Public Administrator or the trustees appointed under subsection (1), as the case may be, have full power to manage, administer and care for the estate of an insane person and may sell, purchase, mortgage, lease, repair or do any matter or thing and take any proceeding they deem necessary for this purpose.

To carry out Court Orders.

(3) The Public Administrator or the trustees appointed under subsection (1), as the case may be, shall carry out any order of the Court or of the Commissioner respecting an estate of an insane person and may apply to the Court or the Commissioner for directions as to the performance of their duties.

Inventory.

(4) Within six months after the Public Administrator commences management of an estate, he shall file with a Judge of the Territorial Court and with the Commissioner an inventory of the property comprised in the estate, the income and profits thereof and all debits and credits pertaining to such estate.

Additional property, etc.

(5) Where any property of the insane person is discovered after the filing of an inventory under subsection (4) or where a Judge of the Territorial Court or the Commissioner requires further information, the Public Administrator shall file further affidavits respecting such additional property or as otherwise requested.

Liability.

(6) The Public Administrator is liable to render an account of his management of the estate of an insane person to a Judge of the Territorial Court and to the Commissioner.

Discharge of insane person.

8. The Commissioner may order or any person may apply to a Judge of the Territorial Court for an order that an insane person shall be declared to be no longer insane and to be discharged by law and respecting such other matters respecting his return from custody and the return of his estate to him as may be deemed just and proper.

Repeal.

9. The following Ordinances are repealed:

(a) an Ordinance respecting Insane Persons, chapter 46 of the Consolidated Ordinances, 1914;
(b) an Ordinance to amend an Ordinance respecting Insane Persons, Chapter 4 of the Ordinances of 1938;

(c) an Ordinance to amend an Ordinance respecting Insane Persons, chapter 3 of the Ordinances of 1940;

(d) an Ordinance to amend an Ordinance respecting Insane Persons, chapter 15 of the Ordinances of 1947.

Coming into Force

10. This Ordinance shall come into force on the day on which the Yukon Act, chapter 53 of the Statutes of Canada, 1952-53, comes into force.

SCHEDULE

FORM A

Warrant of Apprehension

Canada	)	
	)	
Yukon Territory	)	To all peace officers in the Yukon Territory
	)	
To Wit :	)	

Whereas an application has been made to this Court for an order declaring that
of is an insane person;

I hereby command you, in the name of Her Majesty the Queen, to apprehend the said
and bring him (or her) before this Court, in order that an inquiry may be made respecting the sanity of the said
and that he (or she) may be further dealt with according to law.

Given under my hand this day of
19 , at in the Yukon Territory.

.....

Justice of the Peace
(or Judge of the Territorial Court)

FORM B

Warrant of Committal

Canada	)	
	)	
Yukon Territory	)	To all peace officers
	)	of the Yukon Territory
To Wit :	)	

Whereas an inquiry was duly held by me respecting the sanity of of and I have found and declared the said to be an insane person.

I hereby command you, in the name of Her Majesty the Queen, to take the said and convey him (or her) to the Royal Canadian Mounted Police at and to deliver him (or her) to them together with this warrant.

And I hereby command, in the name of Her Majesty the Queen, the said Royal Canadian Mounted Police to receive the said into custody and safely keep him (or her) until the pleasure of the Commissioner be known or until the said is discharged by law.

And this shall be your and their full and sufficient authority for so doing.

Given under my hand this day of 19 , at in the Yukon Territory.

.....
Justice of the Peace
(or Judge of the Territorial Court)

PLEASE QUOTE
FILE 303/169-4

#20

NORTHERN ADMINISTRATION
~~LANDS~~ BRANCH

CANADA
DEPARTMENT
OF
NORTHERN AFFAIRS AND NATIONAL RESOURCES

OFFICE OF THE DIRECTOR

OTTAWA, March 18, 1959.

Dr. P.E. Moore,
Director, Indian and Northern Health Services,
Department of National Health and Welfare,
Booth Building,
Ottawa, Ontario.

Dear Dr. Moore:

I am pleased to note that your study on the effects of concentrated building on mental health at Frobisher Bay will be completed shortly.

Our need for the report still exists, especially since the engagement of the consultants, who also will need the information you submit. We look forward to receiving this report in the near future.

Yours sincerely,

B.G. Sivertz,
Director.

U U b 9 7 6

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director, Indian and Northern Health Services

YOUR FILE: ~~802-1~~ (M2)
DATED: Feb. 19/59
OUR FILE: 153-300 (1)

FROM: Regional Superintendent, Foothills Region

DATE: Mar. 31/59

SUBJECT: Phenylketonuria

In reply to your letter of February 19th I am attaching a memo from Doctor Matas, Superintendent of the Camsell Hospital, on this subject, reporting on the action that has been taken at Camsell for the past year.

W. H. Falconer, M.D.,
Regional Superintendent
Foothills Region

encl.

N.H. & W. 2

0 0 0 5 4 9

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Regional Superintendent,
Foothills Region,
Indian and Northern Health Services

YOUR FILE:
DATED:
OUR FILE:

FROM: Medical Superintendent,
Charles Camsell Hospital

DATE: March 25, 1959.

SUBJECT: Phenylketonuria

For the past year our Paediatric Division here has been checking for this condition on infants where the question of mental deficiency has arisen. We have used the Ferric Chloride solution. The introduction of the Phenistix, however, will make it possible to do the test routinely in the age group where the condition is first reflected in the urine (2 to 6 weeks of age). In addition, we will carry on the test in cases of mental deficiency, as in the past.

M. Matas, M.D.
Medical Superintendent.

Indian and Northern Health Services
RECEIVED
MAR 26 1959
Foothills Region
Regional Supt's. Office

001442

N.H. & W. 2

Regional Superintendents,
Indian and Northern Health Services.

~~802-1 (MZ)~~

Director, Indian & Northern Health Services. 19 February, 1959.

Phenylketonuria

You will have observed in the current medical press renewed interest in Phenylketonuria which is alleged to be the cause of a certain amount of mental deficiency in infancy. Accompanying is information which has been provided by the Ames Company indicating the availability of a simple test for Phenylketonuria.

After you have studied this material would you make appropriate distribution to Zones so that they may consider acquiring and applying this test.

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health Services.

/bt
Encl.

DRAFT

[redacted] (H6)
[redacted] (H6)

INDIAN AND NORTHERN HEALTH SERVICES

COSTS OF CARE OF MENTAL PERSONS

1. Indian Health Services will deal with accounts for persons under active medical treatment but does not pretend to be engaged in the field of ambulance carriage. On this premise, Indian Health Services is prepared to accept the accounts for treatment of Indians and Eskimos in an active medical treatment institution but is not prepared to pay the costs of transportation unless provided at the request of its own officers.

Costs of Transportation

2. If a person's removal is undertaken in accordance with ordinances which apply within the province or territory Indian Health Services will not assume transportation charges.

3. If a person's removal is directed by medical authorities for further diagnosis and treatment Indian Health Services will assume transportation costs.

4. Escorts for Males - Generally where an escort is required it will be arranged for by the enforcement agency. When the escort is for a male patient travelling under medical auspices the charge for patient and escort will be accepted by Indian Health Services.

5. Escorts for Females - The enforcement agency will generally ask that a matron accompany the person. If requested to do so, Indian Health Services may provide a female escort. Where restraint is not anticipated to be necessary and the individual is travelling under medical auspices, Indian Health Services will provide the escort.

When the escort is provided by the enforcement agency for cases which fall within provincial or territorial statute or ordinance, the costs are not paid by Indian Health Services.

6. Guards - The same principles apply to guards as to escorts. If the individual is in the hands of an enforcement agency in the course of carrying out the provisions of a statute or ordinance the costs are not borne by Indian Health Services. When guards are required for a patient under medical auspices Indian Health Services will pay.

Costs of Institutional Care

7. The costs of maintaining a patient in an active medical treatment institution, when admitted under Indian Health Services auspices, are borne by Indian Health Services.

8. When a person is in the charge of an enforcement or correction agency and requires medical care the correction agency is expected to assume the cost of such care.

9. If a person is admitted to an institution under the auspices of Indian Affairs Branch for training purposes, all costs are borne by Indian Affairs Branch.

15 Oct. 57

PA

[redacted] (M2)

Ottawa, 28 January, 1959.

Mr. B.G. Sivertz,
Director,
Northern Administration and Lands Branch,
Department of Northern Affairs & National Resources,
Ottawa, Canada.

Dear Mr. Sivertz:

Frobisher Development - Mental Health

We have been a long time acknowledging the item in your correspondence of 29 October 1958 having to do with the possible affects on mental health of a concentrated building at Frobisher.

The Department's consultant in mental health is overseas until about 20 February 1959. The file is B.F'd for that time and soon after we should be able to provide you with an opinion which will be brought up to date from time to time as additional information on this rather difficult subject becomes available.

Yours very truly,

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health Services.

/bt

(11)

PA

Dr. G.D.W. Cameron,
Deputy Minister of National Health.

Director, Indian & Northern Health Services. 20 January, 1959.

Mentel Health Hazards of Northern Communities

We would like to have your consideration of the feasibility of referring to the Chief of the Mental Health Division a problem which faces us from time to time but is put into acute focus by the proposal to create a highly concentrated form of accommodation for all purposes at Frobisher Bay on Baffin Island. In brief the question is "What effect on mental health will result from living in one another's lap?".

The following extracts from correspondence states the case pretty well and beyond that you have undoubtedly seen rather radical sketches of what might be erected at Frobisher. This is a series of great circular apartment dwellings surrounding a central plastic dome containing utilities.

"Some temporary housing is being provided to meet current needs but the main development will be a permanent town to be built during the period 1960-63. The character of it is not yet determined in any detail but the approach we are making is toward a high density complex of buildings with services to include water and sewer, electric power and probably central heat. Building costs are high in the Arctic and careful planning is required before starting any development of this size. Lowered costs for both construction and operation are main objectives. Detailed information on accommodation needs is required on which to plan for the housing and operating space needed in the permanent town."

"... I think you know we are aiming at a tightly knit community, in buildings that may turn out to be of quite unusual character and juxtaposition ... My technical associates are strongly of the opinion that real economies can be effected by studying the available techniques for building permanently of fireproof materials and probably closely spaced, multiple story structures. In such a town concept it may be that things like hospitals and schools, customarily thought of as occupying grounds at some distance from the shopping centres and residential buildings, might actually be incorporated much more closely into the fabric of such a tightly knit group if integrated units. We will be in touch with you on the subject of a hospital through the Frobisher Project Office and look forward to hearing your views on the schemes we hope the consultants will present for review.

"I would like to ask for your views on the schemes from the general public health point of view, as well as the more specialized question of a hospital, its nature and location. One aspect of the whole question that gives us special concern is the sociological implications of dwellings such as we might be considering. In this connection we might speak of the mental health implication. We will indeed be coming to ask you for your comments at the appropriate time."

Obviously we have private opinions on this matter and would be glad to discuss them with any competent authority but we do not consider ourselves in a position to provide an opinion on behalf of the department. May we have your reaction to this suggestion please.

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health Services.

/bt

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

OUR FILE: [redacted] (06)

TO: Associate Director, I.N.H.S.

FROM: W.B. Brittain.

DATE: 2 December 58

SUBJECT: Accommodation Requirements - Frobisher Bay

In a letter dated October 29, 1958, the Director of Northern Administration and Lands Branch requested details of accommodation requirements at Frobisher, which information has been sent to him. The second point had to do with the sociological and mental health implications of proposed building design and layout in the new townsite. The following is an extract from his letter:

> "...I think you know we are aiming at a tightly knit community, in buildings that may turn out to be of quite unusual character and juxtaposition...My technical associates are strongly of the opinion that real economies can be effected by studying the available techniques for building permanently of fireproof materials and probably closely spaced, multiple story structures. In such a town concept it may be that things like hospitals and schools, customarily thought of as occupying grounds at some distance from the shopping centres and residential buildings, might actually be incorporated much more closely into the fabric of such a tightly knit group if integrated units. We will be in touch with you on the subject of a hospital through the Frobisher Project Office and look forward to hearing your views on the schemes we hope the consultants will present for review.
>
> I would like to ask for your views on the schemes from the general public health point of view, as well as the more specialized question of a hospital, its nature and location. One aspect of the whole question that gives us special concern is the sociological implications of dwellings such as we might be considering. In this connection we might speak of the mental health implication. We will indeed be coming to ask you for your comments at the appropriate time."

N.H. & W. 2

Apparently Northern Affairs are anxious for us to give serious consideration to this matter and I suppose we would have to go beyond the bounds of our own organization to give it the consideration it deserves. Up to this point no one is dealing with it which is my reason for referring it to you.

W.A.B.

PA

(12)

[redacted] (06)

OTTAWA, November 26, 1958.

Secretary,
Frobisher Development Group,
Northern Administration and
Lands Branch,
Department of Northern Affairs
and National Resources,
Ottawa, Ontario.

Dear Sir,

In response to your request for a statement of our requirements in the town at Frobisher I have attached information which I am bound to say is somewhat speculative at the moment. However, we we are able to ascertain our requirements with greater precision I do not believe any difference will be very substantial.

Yours very truly,

encl.

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health
Services.

WBB/rp

cc: Reg. Supt., Central Region.

ORIGINAL 1053-300
COPY 1000-1-X053
FILE(S)

PLEASE QUOTE
FILE 1000-1-X085

NORTHERN ADMINISTRATION
AND LANDS BRANCH

CANADA
DEPARTMENT
OF
NORTHERN AFFAIRS AND NATIONAL RESOURCES

OFFICE OF THE DIRECTOR

INDIAN AND NORTHERN HEALTH SERVICES
EASTERN REGION
Regional Superintendent's Office

Ottawa, 29 October, 1958.

Dr. P. E. Moore,
Director,
Indian and Northern Health Service,
Department of National Health
and Welfare,
Ottawa, Ontario.

Dear Dr. Moore:

Enclosed is a copy of a letter and questionnaire which we have sent to all government departments which may have need of accommodation in the permanent town at Frobisher. I think our Deputy Minister's letter gives the time basis for the development of the town in as much detail as is possible at this time. Our problem now is to get an estimate of space requirements in order to brief the design consultant who will be engaged shortly to prepare the layout of the town.

My purpose in writing this letter is to ask that you interpret our Deputy Minister's letter to include information on your requirements for a hospital at Frobisher. While we would not require construction details at this time, we would like to know the size of the hospital, general arrangement and special facilities, such as whether there is an operating room. I think you know we are aiming at a tightly knit community, in buildings that may turn out to be of quite unusual character and juxtaposition.

As I see it the Control Committee of the Frobisher Development Group that has been set up to deal with the consultants will instruct them to bring in their suggestions on basic design. Mr. E. A. Gardner, Chief Architect of the Department of Public Works, is the Chairman of the Control Committee. Sitting with us will be

Copy for ER

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INDIAN HEALTH
SUB-REGISTRY

OCT 30 9 44 AM '58

FILE NO:

Mr. Legget of the Building Research Division, Mr. Maclennan, Chief Architect of C.M.H.C., and Mr. Steele of the Treasury Board. We are all of the same mind in this matter and expect that several schemes will be studied by the consultants to arrive at the one that is at once the most efficient as an operating machine and most economical. My technical associates are strongly of the opinion that real economies can be effected by studying the available techniques for building permanently of fireproof materials and probably closely spaced, multiple story structures. In such a town concept it may be that things like hospitals and schools, customarily thought of as occupying grounds at some distance from the shopping centres and residential buildings, might actually be incorporated much more closely into the fabric of such a tightly knit group of integrated units. We will be in touch with you on the subject of a hospital through the Frobisher Project Office and look forward to hearing your views on the schemes we hope the consultants will present for review.

I would like to ask for your views on the schemes from the general public health point of view, as well as the more specialized question of a hospital, its nature and location. One aspect of the whole question that gives us special concern is the sociological implications of dwellings such as we might be considering. In this connection we might speak of the mental health implication. We will indeed be coming to ask you for your comments at the appropriate time.

Yours sincerely,

B. G. Sirertz

B. G. Sirertz,
Director.

copy

321/169

Ottawa, October 17, 1958.

Dr. G.D.W. Cameron,
Deputy Minister of National Health and Welfare,
Jackson Building,
Ottawa, Ont.

Dear Dr. Cameron,

ACCOMMODATION REQUIREMENTS -
FROBISHER BAY, N.W.T.

This is a survey of the accommodation requirements for all Federal Government agencies at Frobisher Bay, N.W.T. Frobisher has been chosen as the administration centre for the Eastern Arctic where the main administration, welfare, education and medical facilities for the area will be located. It is already an air transportation centre serving local and international air lines, DEW Line supply and numerous charter aircraft. A new town is to be built to provide housing and administration space, and the Frobisher Development Group, an inter-departmental committee, has been established to co-ordinate this development.

Some temporary housing is being provided to meet current needs but the main development will be a permanent town to be built during the period 1960-63. The character of it is not yet determined in any detail but the approach we are making is toward a high density complex of buildings with services to include water and sewer, electric power and probably central heat. Building costs are high in the Arctic and careful planning is required before starting any development of this size. Lowered costs for both construction and operation are main objectives. Detailed information on accommodation needs is required on which to plan for the housing and operating space needed in the permanent town.

7

(1)

... 2

If you require facilities in the town at Frobisher will you please reply to the attached questionnaire by 15 November. Your requirements should be given in the order and detail used in the questionnaire. This reply will not commit you; another approach will be made for this purpose. Nil returns would be appreciated.

Replies should be mailed to:

Secretary,
Frobisher Development Group,
Northern Administration and Lands Branch,
Department of Northern Affairs,
Kent-Albert Building,
Ottawa, Ont.

Yours sincerely,

(Sgd) F.J.G. CUNNINGHAM

R. G. Robertson,
Deputy Minister.

QUESTIONNAIRE

Accommodation Requirements - Frobisher Bay

(Please give information under the following headings in your reply)

ACCOMMODATION IN PERMANENT TOWN (Occupancy 1962-63)

Much of this information can only be estimated at this time. It is requested that your estimate should be given for three separate dates in order to indicate expansion or other change in scale of operation.

1) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1962.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

2) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1965.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

3) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1970.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

4) Will you have any casual or seasonal staff in addition to the above for whom accommodation will be required? If so please give particulars.

5) What type of single staff quarters would be desired;

   A) bachelor apartments;
   B) staff hotel.

6) Estimated working space required in the town (i.e., exclusive of airport or military areas) in 1962.

   A) private offices - number, total area and for whom required;
   B) general offices, number, total area and nature of work;
   C) other working space - location, total area and nature of work;
   D) storage space - heated, cold or refrigerated, volume and location;
   E) does any office need loading or unloading facilities or a special location to serve the public;
   F) any special electrical or mechanical requirements;
   G) any other space required.

7) Estimated working space required in the town (i.e., exclusive of airport or military area) in 1965.

   (Detail as for 6 above)

8) Estimated working space required in the town (i.e., exclusive of airport or military area) in 1970.

   (Detail as for 6 above)

9) Are you planning any new function at Frobisher which might affect your accommodation requirements as given above? If so please give details.

10) Any other information which would be helpful in determining the amount and kind of space which should be planned for when designing the permanent townsite at Frobisher.

GOVERNMENT OF CANADA

ACTION REQUEST

CGSB 6-GP-12
P.P.&S. Cat. 3433

TO: The Director

LOCATION:

FOR:

FILE NO.

	ACTION		NOTE & FORWARD
	APPROVAL		NOTE & RETURN
	COMMENTS		REPLY, PLEASE
	DRAFT REPLY		SEE ME, PLEASE
X	INFORMATION		SIGNATURE
	INVESTIGATION		TRANSLATION
	MORE DETAILS		YOUR REQUEST
	NOTE & FILE		

PREPARE MEMO TO:

REPLY FOR SIGNATURES OF:

REMARKS:

FROM	PHONE	LOCATION	DATE
IMHS Regina			De

001458

853-300

Province of Saskatchewan

DEPARTMENT OF PUBLIC HEALTH

REGINA

REFER TO FILE

October 20, 1958

To all Physicians in Saskatchewan

Dear Doctor:

Re: Prevention of Mental Retardation

It is becoming increasingly well known that one cause of severe mental retardation is phenylpyruvic oligophrenia of infants; early recognition and prompt treatment will entirely prevent mental retardation in these children.

It is likely that each year in Saskatchewan one or more children are born with phenylketonuria and these children, if untreated, may have severe permanent damage. Such damage is a tragedy for the family, a problem for the family doctor and costly to society. Hitherto these children with phenylketonuria have commonly been detected only when they were already mentally retarded. When this happens treatment with a phenylalanine low diet may help some of the younger patients.

Obviously it is highly desirable to start therapy before brain damage occurs. Routine testing of the urine for phenylketonuria at age 6 weeks and 12 weeks will screen out those who have this disease. In some places this test has become routine.

The test is simple. One c.c. of a 10% solution of ferric chloride is added to five c.c. of urine. If a dark green precipitate is formed the test is positive. The precipitate is due to the presence of phenylpyruvic acid and indicates that the infant needs immediate further study to confirm the diagnosis so that treatment may be started with a minimum of delay. It is particularly important that these tests should be carried out on the younger siblings of children known to have phenylpyruvic oligophrenia. Unfortunately, urine tests are negative during the first week or two of life and may not become positive until the infant is 6 to 12 weeks old. It follows that a negative ferric chloride test in the first weeks of life does not prove that the infant will not turn out to be "phenylketonuric."

The Provincial Laboratory is arranging to supply all hospitals in the province with 10% ferric chloride testing solution and will supply any doctor directly on request.

Yours sincerely

G. Kinneard

G. Kinneard, M.D.
A/Deputy Minister

Province of Saskatchewan

DEPARTMENT OF PUBLIC HEALTH

REGINA

REFER TO FILE

October 16, 1958
File: 176E-1d

To all Physicians in Saskatchewan

Dear Doctor:

Re: Infectious Hepatitis

Infectious hepatitis has been endemic in our culture for some time and at the present time in Saskatchewan it almost has reached epidemic proportions. To date this year there have been 700 cases reported in the province and we had about 1,000 cases reported last year.

As you know, the disease can be fatal but its chief characteristic is the prolonged period of illness and the protracted period of convalesence. One wonders whether we are sufficiently concerned about this disease in the light of the number of cases occurring and the general severity.

Gamma globulin appears to be valuable, when given to a contact in time, for the prevention of secondary cases. Unfortunately the availability and the cost of gamma globulin precludes its use on a mass basis. There are sufficient stocks available for those contacts who have been reasonably close to the case.

One reason for the continued high incidence of this disease may be failure to protect contacts as soon as possible. Our staff stand ready to assist you in immunizing the contacts as rapidly as this can be done. It seems to us that the severity of this problem suggests that cases be reported early and that adequate steps be taken to protect the contacts.

You may be assured that all health officers and their staffs are prepared to co-operate with you in making a determined effort to halt the increasing incidence of infectious hepatitis.

Yours very truly,

F. B. Roth, M.D.
Deputy Minister

ORIGINAL 1053-200
COPY 1000-1-1053
ON
FILE(S)

CANADA
DEPUTY MINISTER
OF
NORTHERN AFFAIRS AND NATIONAL RESOURCES

Ottawa, October 17, 1958.

Dr. G.D.W. Cameron,
Deputy Minister of National Health & Welfare,
Jackson Building,
Ottawa, Ontario.

Dear Dr. Cameron:

This is a survey of the accommodation requirements for all Federal Government agencies at Frobisher Bay, N.W.T. Frobisher has been chosen as the administration centre for the Eastern Arctic where the main administration, welfare, education and medical facilities for the area will be located. It is already an air transportation centre serving local and international air lines, DEW Line supply and numerous charter aircraft. A new town is to be built to provide housing and administration space, and the Frobisher Development Group, an interdepartmental committee, has been established to co-ordinate this development.

Some temporary housing is being provided to meet current needs but the main development will be a permanent town to be built during the period 1960-63. The character of it is not yet determined in any detail but the approach we are making is toward a high density complex of buildings with services to include water and sewer, electric power and probably central heat. Building costs are high in the Arctic and careful planning is required before starting any development of this size. Lowered costs for both construction and operation are main objectives. Detailed information on accommodation needs is required on which to plan

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Copy for F/R

for the housing and operating space needed in the permanent town.

If you <u>require</u> facilities in the town at Frobisher will you please reply to the attached questionnaire by 15 November. Your requirements should be given in the order and detail used in the questionnaire. This reply will not commit you; another approach will be made for this purpose. Nil returns would be appreciated.

Replies should be mailed to:

Secretary,
Frobisher Development Group,
Northern Administration and Lands Branch,
Department of Northern Affairs,
Kent-Albert Building,
Ottawa, Ontario.

Yours sincerely,

W. S. Cunningham
for R. G. Robertson,
Deputy Minister.

0 0 7 4 4 9

INDIAN HEALTH
SUB-REGISTRY

OCT 23 1 50 PM '58

FILE NO:

QUESTIONNAIRE

Accommodation Requirements - Frobisher Bay

(Please give information under the following headings in your reply)

ACCOMMODATION IN PERMANENT TOWN (Occupancy 1962-63)

Much of this information can only be estimated at this time. It is requested that your estimate should be given for three separate dates in order to indicate expansion or other change in scale of operation.

1) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1962.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

2) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1965.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

3) Estimated Staff (full time) at Frobisher for whom living accommodation will be required in 1970.

   A) number of employees accompanied by families;
   B) number of employees of single status;
   C) number of employees with salary: under 4,000; 4,000-6,000; over 6,000.

4) Will you have any casual or seasonal staff in addition to the above for whom accommodation will be required? If so please give particulars.

dentist
oculist
Sas. M

5) What type of single staff quarters would be desired;

   A) bachelor apartments;
   B) staff hotel.

6) Estimated working space required in the town (i.e., exclusive of airport or military areas) in 1962.

   A) private offices - number, total area and for whom required;
   B) general offices, number, total area and nature of work;
   C) other working space - location, total area and nature of work;
   D) storage space - heated, cold or refrigerated, volume and location;
   E) does any office need loading or unloading facilities or a special location to serve the public;
   F) any special electrical or mechanical requirements;
   G) any other space required.

7) Estimated working space required in the town (i.e., exclusive of airport or military area) in 1965.

   (Detail as for 6 above)

8) Estimated working space required in the town (i.e., exclusive of airport or military area) in 1970.

   (Detail as for 6 above)

9) Are you planning any new function at Frobisher which might affect your accommodation requirements as given above? If so please give details.

10) Any other information which would be helpful in determining the amount and kind of space which should be planned for when designing the permanent townsite at Frobisher.

PLEASE QUOTE
FILE 552-4

NORTHERN ADMINISTRATION
AND LANDS BRANCH

CANADA
DEPARTMENT
OF
NORTHERN AFFAIRS AND NATIONAL RESOURCES

OFFICE OF THE DIRECTOR

Ottawa, 24 April, 1958.

Dr. P.E. Moore,
Director,
Indian and Northern Health Service,
Department of National Health and Welfare,
Ottawa, Ontario.

Dear Dr. Moore:

I am sorry that I have not replied sooner to your letter of the 30th of October concerning the responsibility for the care of Indians and Eskimos requiring treatment in mental institutions outside the Northwest Territories.

We have reviewed the draft document entitled "Cost of Care of Mental Persons" which you enclosed with your letter. As might be expected in view of the previous correspondence on this subject there are a number of areas of conflict in the document which could cause some concern to this administration, should your statement become policy. My immediate reaction is it would be very difficult for you to remove an individual in need of mental treatment from the Northwest Territories without assistance from territorial legislation.

However, I do not feel that there will be anything further accomplished at the present time by continuing correspondence on this subject. Rather I suggest officers of our two administrations meet to evolve a policy and procedure that will be mutually satisfactory. The object would be to eliminate as far as possible all contentious points. If such an arrangement is agreeable to you, I will nominate Mr. W.G. Brown, Chief of the Territorial Division, as our representative. I would suggest you have your representative contact Mr.Brown in order to arrange the time and place of a meeting. At the present time Mr. Brown is absent from Ottawa and will not return until the 5th of May.

Yours sincerely,

B. G. Sivertz,
Director.

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...MENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: ZONE SUPERINTENDENTS

YOUR FILE:
DATED:
OUR FILE: 150-2

FROM: Sup't., Pacific Region, I.H.S.

DATE: 12 March, 1958.

SUBJECT: Discharge Planning - Indians in Mental Hospitals

The enclosed copy of a circular issued by the Indian Commissioner for B.C. to all Indian Superintendents is referred for your information, please.

Reference paragraphs as numbered:

1. I.H.S. function is pursued by the Regional Office.

3. We intend to route this to Zone Superintendents for preliminary action re paragraphs 4, 5, 6, 7 & 8.

4. & 5. Note that Indian Superintendents will negotiate discharge arrangements - thus to avoid the complications of three-corner negotiations.

7. We will route information, as procured by paragraph 6, to Zone Superintendent.

W.S. Barclay, M.D.,
Regional Sup't.,
Pacific Region,
Indian Health Services.

ES/o
cc: Director
Enc.

Our File No. 208/37-7

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

Indian Affairs Branch

P.O. Box 70,
Postal Station 'A',
Vancouver, B.C.

ALL SUPERINTENDENTS IN
BRITISH COLUMBIA & YUKON:

Re: Planning for Discharge of Indians
from Mental Hospitals

We are advised that we can expect an increase in the number of patients discharged from the Mental Hospital and that many of these will include persons who have been in the hospital for a number of years and who will require continued medication at home. In the past there has been some confusion as to planning responsibility for discharges including rehabilitation and transportation arrangements and, therefore, it is hoped this circular outlining steps in this regard will be helpful.

Planning for discharge of mental patients is the responsibility of the Indian Superintendent although help can be obtained from other sources including the Social Welfare Branch and Indian Health Services, particularly where medication is recommended. Indian Health Services warrants are used to cover travel expenditures of patient, and escort where required.

The following steps are involved in admission and discharge:

1. Notice of admission of an Indian to Crease Clinic or Provincial Mental Hospital is sent to the Indian Commissioner requesting acceptance of maintenance costs and social history. Copies of this notice are sent to the Superintendent requesting preparation of social history and to Indian Health Services who advise the hospital re responsibility for maintenance.

2. In certain cases the Social Service Department of the hospital may contact our Social Worker or vice versa regarding special planning needs or requesting further information on patient.

3. Hospital forwards notice to Indian Commissioner advising that patient is near or ready for discharge and requesting rehabilitation plans and travel arrangements. Urgency of discharge is usually stressed but allowances are made where planning is more difficult. Copies of this notice are sent to Indian Health Services and to the Indian Superintendent for his rehabilitation report and action indicated to effect discharge.

4. Superintendents forward their report on rehabilitation plans to Indian Commissioner, carbon copy to Indian Health Services, and if reasonable (and approved by the Department where maintenance costs are involved) the plan is forwarded to Crease Clinic or Mental Hospital. The Indian Superintendent will contact the hospital directly re transportation arrangements.

5. The Mental Hospital and Indian Superintendent will receive simultaneously advice of accepted discharge plan. The

Superintendent will then make final transportation arrangements advising the hospital in detail of travel plans, forwarding required Indian Health Services warrant direct to the hospital well in advance of date of discharge so that local arrangements can be made, that is, confirming reservations, arranging for transportation to plane or rail depot, etc. Copy of Superintendent's letter outlining travel plan should also be sent to Regional Office. Careful attention should be given to travel arrangements to avoid last minute emergencies.

6. We will ascertain from the hospital whether or not escort is required and Superintendent will be advised if possible at the time discharge notice is forwarded. If possible suitable escorts should be secured at Agency level, fully briefed and in possession of return ticket.

7. Indian Health Services will advise Zone Superintendents that patient is ready for discharge. He will:

a) contact appropriate Field Nurse or Public Health authority requesting that she confer with Indian Superintendent in assisting with discharge plans and,

b) make necessary arrangements for supply of medication if required and for medical supervision of patient.

8. Rehabilitation plans.

We fully realize successful rehabilitation planning and supervision of these patients is most difficult but since there are no facilities for other institutional care for such persons, except in a limited number of cases, they must be returned to their home area. In planning for discharge the following should be considered:

a) Confer with all available resources again to assist in planning.

b) Placement with relatives or other interested families in homes conducive to the well being and continued improvement of the patient.

c) Where additional supervision required and/or other attention necessary, maintenance costs may be requested.

d) Employment or training, even on limited basis, e.g. home crafts.

e) Wherever possible some regular follow-up of supervision of patient's progress. Note that some patients are granted discharge in full from hospital whilst others are on six months probation. These latter may be returned to the hospital within this period without new committal papers if condition warrants.

f) Assistance of Band Councils or other key persons or groups in disseminating the fear which some communities have of persons returned from Mental Hospitals.

g) Application for Disabled Persons Pension where applicable.

In this regard the disability evaluation manual states that mental deficiency can be considered a disability. The specific section reads:

"The individual who requires that his meals be prepared and clothing selected will obviously qualify, while the individual

who is able to know money values and makes purchase of his supplies even with some guidance and who can prepare adequate meals or know enough to purchase same, would not qualify. The existence of supervision in the home must be weighed as to whether the applicant cannot do these things or is simply not allowed to for the sake of convenience or cause of unwarranted concern by the family. The use of intelligence tests is helpful but many factors may interfere accuracy. In general an I.Q. of 59 or better seldom produces total disability unless accompanied by other difficulties. The functional appraisal of the applicant in his own environment is the most helpful evidence on which to base judgement."

Please explore every angle and resource. Our responsibility to this special group is very great and their rehabilitation and acceptance one of the great challenges demanding our full application. We assure you of our interest and desire to co-operate in every possible way.

W. S. Arneil

W. S. Arneil,
Indian Commissioner for B.C.

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ORIGINAL 810-1 PA
COPY 853-300
ON 1053-300
FILE(S)

PA

Your File: P-30-1088-4
(06)

OTTAWA, January 14, 1958.

Inspector C.W.J. Goldsmith,
Officer-in-Charge,
Criminal Investigation Branch,
Royal Canadian Mounted Police,
Ottawa, Ontario.

N.H.S.

Dear Sir,

Indian and Northern Health Services,
Costs of Care of Mental Patients

The following is offered as clarification of the points raised in your memorandum of December 4:

1. The phrases "medical authorities" and "medical auspices" refer to professional staff employed by this Department or to physicians who render service on our behalf on a contractual basis. This does not entirely rule out other physicians in private practice since we are always prepared to consider the payment of accounts arising from the action of a physician who has had to deal with a real emergency.

2. Paragraph 5 of our draft is not entirely clear particularly where it states that "the enforcement agency will generally ask for a matron to accompany the person. If requested to do so, Indian Health Services may provide a female escort." This is intended to mean that when a member of your Force is required to escort a female and requires a matron to accompany him, Indian Health Services officers are expected to co-operate in providing the matron if so requested by the Force. Thus, Indian Health Services does not provide the actual escort for a female.

..2

3. The purpose of the Directive is only to document existing policy so that it will be available to our field staff and there should be no increase in the number of requests received by the Force to escort mental patients.

I trust the above provides the required information; please do not hesitate to write again if there are other obscurities.

Yours very truly,

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health
Services.

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ORIGINAL 810-1
COPY 853-300
ON 1053-300
FILE(S)

PA

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Our File: (06)

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Yours very truly,

SIGNED BY
W.E. BRUCE

P.E. Moore, M.D., D.P.H.,
Director,
Indian and Northern Health
Services.

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DEPARTMENT OF NATIONAL HEALTH AND WELFARE

INTRADEPARTMENTAL CORRESPONDENCE

TO: Director, Indian & Northern Health Services

YOUR FILE:
DATED:
OUR FILE: 150-1-A74(E70)

FROM: Regional Supt.,Eastern Region

DATE: 3 July,1959

SUBJECT: "Insane Indians"- Abitibi

On at least three separate occasions in the last six months we have been asked for assistance by Mr. Lariviere in his dealings with allegedly insane Indians from the Mistassini area particularly. The attached copy of a letter from him portrays a fairly good example of the manoeuvres which he has had to go through in order to achieve evacuation. There seems to be a great deal of timidity respecting evacuation of such people, and this is not confined to the Amos area by any means. Agency Superintendents fear reprisals both from the individuals and through legal channels; police will not act unless ordered to do so by their Provincial or Federal Headquarters, or unless a formal charge is laid; Agency Superintendents hesitate to lay charges.

There is a strong undercurrent to this whole business in Mr. Lariviere's area. It is very doubtful that the patients alleged to be insane are actually certifiable. Mr. Lariviere lays the blame largely on the illicit production of home brew by the Indians and one is inclined to credit his opinion. He is, however, helpless since the R.C.M.P. rarely take action, and when they do so, charges laid are thrown out by the Courts. He has received little support from his own headquarters within whose jurisdiction this matter largely lies, I would presume.

It seems that the situation has grown sufficiently serious to warrant a discussion between the two Services (I.N.H.S. and I.A.B.). It is likely that these discussion would be most fruitful if carried on at the highest level.

J. H. Wiebe, M.D., M.P.H.
Regional Supt.,Eastern Region

JHW/cf

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