



CANADA

YOUR FILE NO.

OUR FILE NO

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

NORTHERN ADMINISTRATION BRANCH

OFFICE OF THE DIRECTOR

OTTAWA, October 10, 1963.

MEMORANDUM FOR MR. R.L. KENNEDY,
A/Administrator of the Arctic,
O t t a w a.

Igloolik

I attach a copy of a report Mr. Evans prepared after his visit to Igloolik this summer. I believe that certain portions of the report would be of interest to you, and I would appreciate any comments you might care to make in this connection.

H. J. McIntosh
Director.

OUR FILE NO.

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DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

NORTHERN ADMINISTRATION BRANCH

INDUSTRIAL DIVISION

Ottawa, August 27, 1963.

MEMORANDUM FOR MR. D. SNOWDEN

Trip to Igloolik

On my recent trip to Baffin Island, I spent eight days in the Fox Basin area. You had asked me to report on two main things:

- a) the need for an area survey in the region
- b) Igloolik Co-operative.

In practice the two activities are linked very closely as the Co-operative has plans for resource development which should be investigated carefully before exploitation takes place.

A general outline of the population resource might serve as a useful starting point. Over 550 Eskimos trade into Igloolik. Of these, approximately 120 could be classified as permanent residents of the community. Another seven or eight families (approximately 40 people) live adjacent to the Dew Line site at Hall Beach. The remainder are spread out in hunting camps located in the Fox Basin. Sixty per cent of the population is Anglican and the remainder Roman Catholic.

Our establishment at Igloolik includes an Area Administrator, three teachers, one mechanic, two labourers and a janitor. The community also has a Hudson's Bay Post, and Anglican and Roman Catholic Missions. At Hall Beach, our establishment includes an Area Administrator, a mechanic and two labourers. There is a nursing station staffed by two nurses. There is also a small Roman Catholic Mission outpost.

Resources

The majority of the population are able to support themselves from the resources of the area. In terms of food,

. . . 2.

the walrus is by far the most important resource. This is particularly true of people living on the west coast of the Fox Basin. Without a proper survey it is difficult to judge whether this resource is being fully exploited but from discussions that I had in the area, I did gather that the take at the present time is close to or perhaps exceeding a maximum sustainable yield. Large numbers of seal are taken by the people living in the Hecla and Fury Straits area and by the people living on the east coast of the Fox Basin. Last year, approximately 1,000 skins were traded at the post and the manager expects that the quantity will double this year. With prices at their present level (top local tariff is \$28.00) it is likely that the catch will rise even higher next season. Caribou are taken in fairly large quantities on the Melville Peninsula and on Baffin Island in the Nettle Lake area. A small number of white whales are taken each year (approximately 50) but this mammal does not constitute a major resource. A fairly large number of polar bear are also killed each season, the majority being taken in the Hecla and Fury Straits area. Large numbers of ducks (including large number of eiders) and geese nest in the area but the people devote very little time to this resource. Fish are found generally throughout the area with the main concentrations being found in the Hall Lake, Nettle Lake regions. At the present time the people take small quantities in season, but fish do not constitute a major source of food or income at present.

The Igloodik Co-operative is a rather loosely knit organization at the present time. However, they have extensive plans for development. Much of the activities of the Co-operative will be based on the renewable resources of the area and I feel that it is exceedingly important that an area survey be undertaken as soon as possible. Perhaps an example would help to illustrate my point. The Co-operative is very anxious to buy two or three Peterheads to increase the walrus take. This is basically a sound objective. However, as we are not sure the walrus stocks can stand additional pressure, it is perhaps a mistake to encourage greater utilization. This sort of problem can only be answered after an area survey has been undertaken. The Nettle Lake and Hall Beach areas certainly

appear to have large fish populations and this might well be a resource toward which the Co-operative could direct its activities. Once again, however, an area survey should precede development.

The water in the Fox Basin is open a relatively short period each year. When an area survey is undertaken it should begin in April or early May and much of the travelling should be done by dog team over the sea ice which does not break up until early July.

Co-operative Activities

While I was in Igloolik, I had a number of discussions concerning the general activities of the Co-operative with Kolout, the President of the Co-op, and with Father Fournier, the Secretary-Treasurer. The Co-operative is moving ahead quite rapidly and plans to undertake a number of activities.

1. Housing Co-operative

Eighteen members of the Igloolik Co-operative are anxious to build their own houses under the departmental grant scheme. There are several of the one bedroom Eskimo houses already in the community but the members feel that this house is not suitable. They have listed a number of shortcomings including:

1. The rooves leak during heavy rains.
2. In the winter during high winds snow blows inside the houses.
3. The houses do not have porches for storing food and gear.
4. The stove is too large and consumes a great deal of oil.
5. The bathtub is not used.
6. The ceiling is too high and the building generally difficult to heat.

The Co-operative has submitted sketches of the type of house they would like and I have promised to follow up on this matter with the Engineering Division and to advise Father Fournier if this

OK for
1964 if
it can be
worked in
with other
plans
Nettilling
has highest
priority
aff
28/8

This criticism
is general, I
find. aff

design would be acceptable. As most of the members live in hunting camps away from Igloolik it would be necessary to transport the houses to the construction sites by dog team. It would be necessary therefore to have the building materials made up in relatively small bundles. (Details on the type of house required covered in a separate memorandum to Mr. Yates)

Solid ground work must be carried out before housing Co-op is started. There is a potential danger here to split the community. It must be an integrated project & 2/3

The Co-operative is also quite anxious to have a block of land set aside in Igloolik for the members who are resident in the community. The people need some guidance in planning and operating a housing co-operative. Since I returned to Ottawa, I have learned that Mr. Godt might visit the community in September. If he is available to make this trip this matter should be discussed fully with the members.

Paul

2. Meat House

A meat house and permafrost cellar is now under construction in the community. This unit will serve the Co-operative members who are permanent residents in Igloolik. The actual building is being done by two of the members under the supervision of Father Fournier. They are being paid two seals a week by the membership. Seal and walrus taken during the late spring and summer will be stored in the house for use by the members. In principle, the scheme has a great deal of merit; however, I think that the Co-operative could benefit from some hard-headed advice on how this scheme should be run as a business. From my discussions I gathered that it was a very informal arrangement and my own feeling was that it might become a sort of food dump for the less aggressive members of the Co-op. *Value must be set on produce which the Co-op can't sell. The Co-op can't sell the seal & walrus. That if proper business practices were followed, it would be a profitable enterprise. Constantly taking out meat & other products brought in. If it is a Co-op place is a business product.*

3. Boats

The Co-operative is anxious to purchase a number of fairly large boats as soon as possible. They expect to receive one of these this fall. These large boats will be used for walrus hunting in the summer and fall. While this is potentially a very good idea, there are a number of matters which should be explored very carefully and I think the Co-operative

*I We must always
remember that a
group of Eskimo
is a cooperative must
have a cash income
such income should
be sufficient to take
care of early payment
you report maintenance
This whole thing
is tricky and
decisions are
needed*

could do with some specific guidance on these matters.

A. The walrus population of the area appears to be under considerable pressure at the present time. It would be a mistake to implement a plan which would deplete the herd and I think increased hunting on activity should be discussed carefully with the Fisheries Research Board before any more pressure is put on the herds.

B. Co-operative ownership of boats is always a difficult thing to administer - there is a danger that the boats will be used more by certain members. There is also the problem of maintaining the boat and engine. Some guidance is required on this matter.

C. The Igloolik area is very shallow and is often affected by violent winds. There are very few good harbours and as a result the possibility of losing a boat is high. The Co-operative should try and arrange some type of insurance if this is possible.

A number of Eskimo people are interested in purchasing canoes and outboards through their Co-operative. As a result of discussions at the Frobisher Co-operative Conference, they learned of the canoe project at Great Whale River. They expressed interest in buying canoes from that community if this was possible. I promised to look into this matter and said that I would write to the Co-operative within the next month and advise them if such an arrangement could be made. I also explained that outboard motors could be purchased through the Department from Outboard Marine in Peterborough at a considerable saving (approx. \$125 saving on an 18 h.p. motor and \$90 on a 10 h.p. motor - freight included). I understand that the Co-operative has already ordered two motors.

D. Carving

The Co-operative is very anxious that we arrange for a marketing service in the south. They have been rather discouraged over the two chess sets that they produced. The first was sent to Mr. Nellis in early April. They asked for a minimum of \$175 for the set. In early May a second set was

Paul

*Paul - took
up at GWR
at Igloolik*

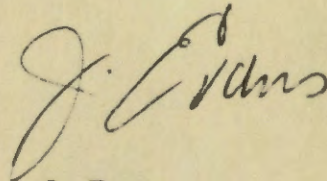
shipped to Mr. Nellis. In each case they asked that he arrange for sale as soon as possible and to have the money deposited in the Co-operative's bank account in Frobisher Bay. Unfortunately, some misunderstanding arose between Mr. Nellis and the Co-operative, and the members were told first that the set had sold for \$300 and later that it had sold for \$600. This misunderstanding has been rather frustrating to the members as they were not sure whether it was worthwhile to go ahead with production of more chess sets. They have also been bothered by the fact that though great sums have been mentioned no money has been put in their bank account. I understand now that one set was sold for \$275 in Frobisher Bay (\$100 has been deposited in the account and the remainder will be made shortly) and the second set is being purchased by the Department for \$300. I explained to Father Fournier that Mr. Vokes was carrying out a market assessment on the second set and the Co-operative would be informed of the results of this work as soon as the report had been prepared. If there is a good market for these, the Co-operative will organize production to fill the demand. Last year the bulk of the local carving production was bought by a teacher using Departmental funds. This year most of the products will be bought by the Co-operative and they will sell their better carvings in the south and market the run of the mill items at the DEW Line sites. I outlined the general marketing service that the Department provides for other Co-operatives and said that the Igloolik Co-operative could take advantage of this if they wished. They were most anxious to do this but pointed out that they wanted to avoid taking out a loan if possible they would like to receive payment for any carvings shipped to the south within two or three weeks after they are received. Frankly I do not think it is realistic for them to try and operate without a loan - it simply takes too long to get carvings shipped out, sold and the money returned to the community. However, I said I would discuss the matter with Mr. Godt and Mr. Sprudz when I returned and let him know what they advised.

*Will discuss
with Paul
JS*

*I agree
Paul to
discuss*

Unfortunately, our last Area Administrator at Igloolik did nothing in his work to foster the work of the Co-operative. Indeed he seemed to open a breach between the two religious

groups. If the Co-operative is to function effectively, much will have to be done to bring the two factors together. The priests are making a genuine effort to avoid any type of religious division creeping into the Co-operative; however, this is a very difficult thing for them to achieve. The fact that they are Catholic priests handicaps their effectiveness in developing the Co-operative. I would hope that the next Area Administrator assigned to the community would be a person who would take an interest to the Co-operative and help bring the two religious groups together.

A handwritten signature in dark ink, appearing to read 'J. Evans', with a stylized, cursive script.

J. Evans,
Head,
Projects Section.



OUR FILE NO.

A. 251-3-24

YOUR FILE NO.

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

NORTHERN ADMINISTRATION BRANCH

OFFICE OF THE ADMINISTRATOR OF THE ARCTIC

OTTAWA 4, ONT.

May 2, 1963.

MEMORANDUM FOR THE REGIONAL ADMINISTRATOR - Frobisher Bay, N.W.T.

Igloolik Co-operative

In a telephone conversation on April 24 (Nellis-Trent-Cleland) Mr. Nellis, Co-operative Development Officer of your office expressed concern over a report made to him by a representative of the Anglican church who had recently visited Igloolik. The report was, that a number of Eskimos in Igloolik who were of the Anglican faith thought that it was impossible for anyone other than a member of the Roman Catholic faith to belong to the Igloolik Co-operative. They also had the impression that only 30 members would be admitted to the Co-operative.

As Mr. Nellis explained to the Anglican representative, both of these impressions are mistaken. Religious affiliation has no bearing on eligibility for a membership in an Eskimo Co-operative; no person can be refused membership in a Co-operative because he does, or does not, belong to a particular religious denomination. There is no limitation on the number of members in the Igloolik Co-operative, and therefore no reason to believe that when the number of members reaches thirty no further persons will be admitted.

According to Mr. Nellis these misunderstandings arose from statements made by the Area Administrator at Igloolik, Mr. Wight. I would be grateful if you would clarify these points with Mr. Wight. You should also have him submit to you a report on exactly what he said and what he did to correct the mistaken impressions that may have been created. Please have him advise you of the action taken and let me know what has been done.

A. Stevenson,
Administrator of the Arctic.



ADMINISTRATOR OF THE ARCTIC

Frobisher Bay, August 18, 1966.

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your file / votre dossier

Co-operative at Igloolik

There is a definite tendency for membership in the Igloolik Co-operative to be drawn from the Roman Catholic people in the area. Mr. Woodward was aware of this condition and made enquiries while in the settlement. Some reasons contributing to this condition are:

- 1) Igloolik Eskimos are derived from two broad clan groups. The western clans are largely Roman Catholic, the eastern Anglican. It is reported that there was very little association before the advent of Euro-Canadians. The religious division has merely accentuated a pre-existing condition.
- 2) Euro-Canadian influences are encouraging the division. There is the Anglo-Protestant, Franco-Roman split. The private enterprise system sanctions the use of any method which will give a competitive advantage.
- 3) The moving spirit behind the Co-operative in its organization stage and to the present has been the Roman Catholic Missionary, Father Fournier. He is a strong personality and not always diplomatic in his approach to these problems.

While in Igloolik, Mr. Woodward discussed this problem with Father Fournier, Mr. J. Haining and other white residents. He did not obtain the Eskimo viewpoint. Father Fournier's view is that clan grouping would cause some division under any circumstances. It would be overcome much more quickly if outside influences did not foster the cleavage. He refuses to accept the principle that his nationality, his faith or his position should prevent him from helping anyone. The purchase, resale and shipping of carvings, handicrafts and furs is carried on in the R.C. Mission. There is a small commissary in the mission selling tobacco, confectionery and sundries during periods when the store is not open.

The Co-operative purchased a pool table for the members recreation which is kept in the mission. The Anglican group is reluctant to use these facilities because of the fears of association with the mission.

At its inception the Co-operative had no buildings or other facilities to carry on its various services. Father Fournier felt that it would take less time from his other work if he made space available in his mission building. He has charged no rent so that it has been an economic advantage to the Co-operative. The Co-operative now has buildings of its own and as soon as partitions and fixtures can be erected they hope to transfer all their activities to their own premises.

Mr. Haining felt that the chief factors keeping the Anglicans out of the Co-operative were its close association with Father Fournier; the fact that to do business in the mission they had to pass the altar and that Co-operative inventories were too small to compete successfully with the Hudson's Bay Company. These are valid arguments only if one wishes to accept their limitations. Mr. Woodward was in the mission many times and the altar was at all times screened from view. Mr. Haining is Hudson's Bay trained and finds it difficult to be always enthusiastic about co-operatives in general.

One of the local ladies (non Eskimo) reported that both Bishop Marsh and Canon Whitbread have advised the Anglicans in Igloolik that going to the R.C. Mission to deal at the Co-operative is the first step to being converted. The lady is a Roman Catholic and does not speak Eskimo. This choice piece of gossip has also reached Frobisher Bay.

A true
Christian
approach

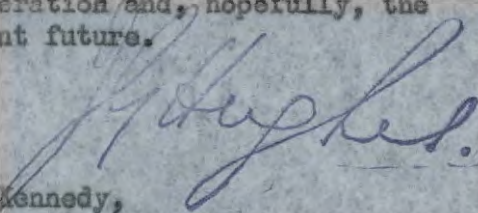
The Anglican Minister at Igloolik is an Eskimo. He and Father Fournier appear to have a good personal relationship.

Some of these conditions are rife in southern Canada in districts with predominantly Mennonite, Ukrainian or whatever populations. A successful co-operative can usually outlive them.

Training of Eskimo staff to manage and operate the Co-operative would enable Father Fournier to withdraw from active participation. The Co-operative cannot at present afford to pay a Euro-Canadian manager. A good deal of thought has been given to both of these ideas, and it may be that some of the young people now outside at school will be recruited.

Accumulation of sufficient funds to allow the Co-operative to compete successfully would make the advantages obvious enough that non-Catholics would join out of self interest.

We will continue to give this matter our consideration and, hopefully, the situation will be overcome in the not too distant future.


R.L. Kennedy,
Regional Administrator

ADMINISTRATOR OF THE ARCTIC

Ottawa 4, September 26, 1966.

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Co-operative at Igloolik

It is unfortunate, but the Igloolik Co-operative has been plagued with the problem of religious division from its very beginning. We recognize that many attempts have been made locally and through other agencies to rectify this situation, all ending up with very little or no success. We also recognize that whatever success the Igloolik Co-operative has had up to now is mainly due to the moving spirit behind all the Co-operative's activities, Father Fournier. We are in full agreement with him that a man's nationality, faith and his position in the society should not restrict a man from helping anyone. However, we also recognize an obligation to do everything possible to create conditions under which benefits inherent in the activities of the co-operative are available without prejudice to anyone in the community.

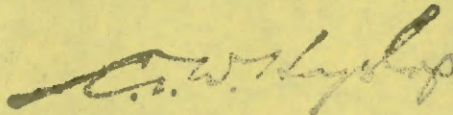
It seems to us the time when the Co-operative is going to move into the new building it owns is most appropriate for a concerted effort to widen the basis of the co-operative membership. At the time of the move, or shortly after, the Regional Co-operative Development Officer should carry out a co-operative education program aimed at the whole community not just the present members, concentrating on the principles of co-operation and an active participation of members in all co-operative activities. Our administration should give full support to such a program and the involvement of our local Area Administrator in an education program, is an absolute necessity. It is an obligation on his part to strive for complete unity in a community under his care not only during such a program but at all times. Where the matter of community cohesion is involved, our administrators should be catalysts not fence sitters.

Before implementation of such a co-operative education program at Igloolik, the Regional Administrator at Frobisher Bay might consider it useful to arrange a meeting with the Anglican missionaries at Frobisher for a thorough and frank discussion of the Igloolik situation in order to try to ensure their support for the proposed action. In addition, we will write to Bishop Marsh and ask for his co-operation and assistance.

We realize that the appointment of another person to the position of the Secretary-Treasurer could improve the situation greatly. There are some indications which let us think that Father Fournier himself would not mind such a solution to the problem if a suitable person could be found. A compromise solution, to which all might agree, probably would be to select someone and train him on the job and through outside courses and have Father Fournier carry on as Secretary-Treasurer until such training is completed. While at Igloolik, the Regional Co-operative Development Officer should discuss this with the Board of Directors and help them look for such a trainee.

In the meantime, we are going to look into the possibility of providing the Igloolik Co-operative for some four to six months with services of an experienced co-operative manager from the outside, provided that the co-operative is agreeable to such an arrangement.

Your opinion on the particular qualifications needed for this case, along with the information that the Board of Directors of the Co-operative is willing to accept a temporary manager from the outside, would be very much appreciated.



Director

