

will ensure that policies and regulations are such that his staff can achieve the personal relations desired. If he fails in this, it is a personal failure, not a failure of the art in which he is trained.

EVALUATION OF BENEFITS

Those who supply the money for organizations will want some cost benefit returns. Because, in many fields of public administration, the benefits cannot be measured by the yardstick of dollars, the administrator is immediately posed with a problem. How does one evaluate the benefits of achievements in human relations? How does one put a price-tag on a better environment? What is the value of a national park? Of a visit to a park by a family which is brought closer together by an experience in the wilderness?

Some benefits can be weighed in the balance-scale of dollars and cents. One could say that, when a person has lived on welfare and is restored to productive employment, there is a tangible saving to the public purse of so many thousand, or so many tens of thousands of dollars over a period of a certain number of years. But what justification is necessary for restoring self-pride, independence and self-fulfillment and by doing so, giving back to a man his capacity to be a respected father to his children, a respected husband to his wife? There is no yardstick, just the plain and rather simple statement that it ought to be done.

The administrator will concern himself with how it is to be done. His expertise will be directed to devising administrative procedures which will permit programmes to operate to achieve ends in satisfactory ways. But there are alternative ways of achieving those ends, and it is the job of the professional to weigh the alternatives, to select from them the best compromise between administrative efficiency and the need to meet the human challenges of the task....

Effective administration calls for mature consideration of all the factors. It calls for the proper weight to be given to the needs and the solution must be tested against the imponderable human considerations before it is set in motion.

The public administrator makes his choices in a three-dimensional matrix. His policies for administration will be affected by the needs of the government and the administrative necessities modified by the needs of those affected directly by the programmes under consideration. The administrator will select his staff and organize to use their attributes. He will stress these elements which will modify his broad directives and he will anticipate at least some of the problems. This matrix calls for constant vigilance.

NEEDS IN THE NORTH

What qualities must the administrator bring to his considerations which will enable him to move with confidence through this matrix? He must have sound judgment more than any other quality....The administrator must struggle for a true perception or he is lost. The careful administrator will want to deal in realities, in true perceptions. He will want to consider the many factors and assess them as truly as

he can. In the North, the "new North", perception is not easy. It is not easy because only some of the elements of the North are new; others are old, older than Canada, older than Columbus's discoveries. Among the factors which affect administration in these circumstances are the cultural dislocations of a very ancient people now facing the impact of industrial age. The basic problems of climate, distance and the difficulty of communication in an area subject to electrical disturbances, weather bedevilled airports and limited ground facilities are obvious. The cultural dimension compounds all this.

There is a general agreement that the gap in living-standards must be closed. There is no agreement as to how this is to be done. The long and painful business of bringing families from acceptance of the feast or famine of an area where game was either plentiful or non-existent by turns, where home was an ice-house (igloos sound romantic but are pure hell as a family residence), where an ancient culture ceases to function because of the effect of changing technology.

Both the Indian and the Eskimo people are to a great extent the victims of technological change. To minimize the disturbance of the change requires a solid economic foundation, assistance in the acquisition of skills essential for those who would take part in the economy, and the care to see that needs are met at the right time. Now, obviously, no professional administrator can do other than see that provision is made to meet needs when the people identify them and ask for help. Such things cannot be thrust on people if programmes are to be effective....

The important decisions on policy are served by the no less important administrative decisions which ensure that policy is not frustrated. The administrator is a technical expert who is capable of making those decisions and who must bring to the decision-making process the correct perception. He must take a view which is neither clinical nor emotional, neither that of an optimist - he must be a realist, a realist about the problem, about those affected by the problem and about those who will carry out the administrative directives which will convert policy into action, and without which no progress could be made in any situation where large and complex resources must be brought to bear on difficult, intractable problems of great diversity.

To come back again to the main subject, I think we can fairly call it "the new North" because the North has changed. After many generations of isolation, the solitary activity of the police patrol, the missionary or the trader, we face today an emerging economy that may soon have boom proportions. The oil-and-gas industry, after Prudhoe Bay, seems to be confirmed as an industry of the North of great magnitude and importance. Metal mining is well launched although concentrated in the western Arctic. The potential in the Eastern Arctic, however, is just as great, although problems of access more difficult....

To see that the New North is developed for Canada as a whole and the native Northerner will be the responsibility of policy, the administrator and private industry operating there.