

Annual Report

1980 1981

Indian and Northern Affairs Canada

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Minister Indian and Northern Affairs Canada
Ottawa, Canada K1A 0H4

On behalf of my department, I am pleased to present the Annual Report for the fiscal year 1980 - 81. This report covers the department's activities from April 1, 1980, to March 31, 1981. It is the first report of a new decade in which there will likely be a number of major developments in primary areas of responsibility Indian and Inuit affairs, the North and native claims.

The format for this year's report has been revised. The emphasis is on those things that have changed in the past year, and material is presented in a form that should make key information more accessible.

I hope that it will provide a useful and supportive information source to those interested in the department and its activities.

John C. Munro
Canada

The Report - How It Is Organized

The report has four sections corresponding to the department's main areas of responsibility: Indian and Inuit Affairs, Northern Affairs, Native Claims and Departmental Services. A Departmental Overview and a general introduction describing the department's objectives, organization and annual expenditures precede these sections.

Each main section has the same components:

- An introduction provides a brief description of the department's scope and mandate.
- An overview summarizes the major changes during the fiscal year.
- A financial summary provides information on expenditures in each area.
- An organization chart displays how each element of the department is organized.
- An "Activities and Developments" section describes the changes in each area.

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Departmental Overview 1980 - 81

The Issues

A number of issues relating to Indians, Inuit and the North provided the basis for the department's directions and initiatives in 1980 - 81. Specifically:

- Indians are still disadvantaged relative to other components of the Canadian population. Among other things, they experience higher levels of unemployment, a significant portion of the Indian population is dependent on welfare, and Indian housing is not comparable to the standards expected by other Canadians.
- Between 1970 and 1980 Indian associations and bands have become increasingly effective political and administrative entities, a development that has accelerated the evolution of the relationship between Indians and government.
- The increasing pace of resource development in the North is accentuating the need to reconcile development priorities and the protection of native interests and the environment.
- The political expectations of people living in the North have also changed and this will affect the relationship of the North to the rest of Canada.
- There are also unresolved native claims and grievances that must be resolved to permit the full potential of political and developmental aspiration to be realized.

The Department's Objectives

In 1980 - 81 the department redefined its objectives to respond to these issues and to changing circumstances. These objectives are part of an evolving departmental directional plan that provides the basis for departmental activity. They include the following:

- assist Indian people to improve their economic and social conditions through increased selfgovernment and economic self-reliance within the context of treaties, aboriginal rights and other federal obligations;
- settle outstanding claims and grievances as a means of ensuring equity for native people, eliminating barriers and promoting economic and political development, particularly in the North; and
- promote the continued political, social and economic development of the North by clarifying the responsibilities of northern governments and through orderly management of resource development for the benefit of the country generally while ensuring protection of the environment and of northern interests.

Highlights: 1980 - 81

During 1980 - 81 the department began the process of adjusting to these redeveloped objectives. In particular, this involved reviewing a number of basic policies and establishing an effective management base to allow for change in the future. The following are some of the highlights for the fiscal year:

- The department released the report Indian Conditions: A Survey. This report reviewed how circumstances have changed for Indians over the last 10 years and it indicated clearly that, while there was progress, Indians are still disadvantaged relative to other Canadians.
- The Minister of Indian Affairs and Northern Development undertook a major consultative process with Indian groups to discuss concepts of Indian band government and discrimination under the Indian Act. As a result:

- the minister undertook to apply, at the request of Indian bands, a section of the Indian Act that permits the suspension of clauses that cause discrimination against some Indians;

- the department initiated the development of proposals that would allow bands that wish it to adopt a form of band government that would recognize the necessary level of authority over their own social, economic, political and cultural development.

- During the year an additional \$20 million was allocated to Indian housing, and adjustments to funding arrangements were approved. This was an interim step to allow a major review of Indian housing policy by this department and the Canada Mortgage and Housing Corporation to be completed.
- The department initiated a major review of Indian economic development policy to increase emphasis on individual reserve community capabilities and resources.
- The Resource Development Impacts Branch was established to enhance Indian people's capacity to plan for and take advantage of resource development projects affecting their communities.
- The department took steps to increase the emphasis on the settlement of comprehensive claims (those claims relating to unsurrendered aboriginal interests), including a major review of the comprehensive claims policy and the appointment of negotiators for the Council for Yukon Indians, the Committee for Original Peoples' Entitlement, the Inuit Tapirisat of Canada and the Nishga people (British Columbia).
- In the North, the department initiated the review phase of the Lancaster Sound Regional Study with the release of a draft green paper and preliminary data atlas. This process is designed to examine, through public discussion, the potential impact of development on the Lancaster Sound area.
- Review of land use management was initiated, leading to a major policy proposal in the next fiscal year.
- In response to a task force review, a new policy was introduced involving local communities in the prevention and management of forest fires.
- Arrangements to provide financial support for the White Pass and Yukon Railway were negotiated with the Alaskan, Yukon, and United States governments, and the private sector.
- The process of devolution of administrative responsibilities to territorial governments was continued with the transfer of responsibility for mining safety to the government of the Northwest Territories.
- The department introduced a five-year planning process to improve management effectiveness and to respond to the government's Policy and Expenditure Management System.
- The department implemented a five-year Management Improvement Project designed to renovate existing systems and introduce new approaches necessary to respond to the department's changing environment.

The sections on Indian and Inuit Affairs, Northern Affairs, Native Claims and Departmental Services provide more detail on events during the 1980 - 81 fiscal year.

The Department: A Profile

Mandate

The Department of Indian Affairs and Northern Development is responsible for the government's policy and programs concerned with Indians and Inuit and the two northern territories. Specifically it is responsible for

- initiating, encouraging and supporting measures that will respond to the needs and aspirations of Indian and Inuit people and improve their social, cultural and economic well-being;
- ensuring that lawful obligations to Indians and Inuit are met;
- encouraging that the orderly economic and political development of the Yukon and the Northwest Territories; and
- settling claims related to traditional native use and occupancy of lands in those areas of Canada where this traditional right has not been extinguished by treaty or superseded by law.

Areas of Activity and Objectives

The department fulfills its mandate through its activities in four substantive areas: Indian and Inuit affairs, northern affairs, native claims, and departmental services.

Indian and Inuit Affairs

In keeping with the principles of self-development, access of opportunity and joint participation within Canadian society, the objective of the Indian and Inuit Affairs Program is to assist and support Indians and Inuit in achieving their cultural, social and economic needs and aspirations, and to ensure that Canada's constitutional and statutory obligations and responsibilities to Indians and Inuit are fulfilled.

Northern Affairs

The objective of the Northern Affairs Program is to advance the social, cultural, political and economic development of the Yukon and the Northwest Territories, in conjunction with the territorial governments and through the coordination of activities of federal departments and agencies, with special emphasis on the needs of native northerners and the protection of the northern environment.

Native Claims

There are two areas of operation within the department primarily active in claims: the Office of Native Claims and the Native Claims Program.

The term "Native Claims Program" is used to describe the funds that are provided to native claimant groups to enable them to research, develop and negotiate claims, and to achieve land claim settlements.

The Office of Native Claims is a separate operational group that co-ordinates the government's responses to submitted claims, negotiates claim settlements, and advises the minister on the further development of claims policy.

Departmental Services

The objective of Departmental Services is to provide policy direction and central advisory and administrative services to departmental programs.

Legislative Responsibilities

The duties, powers and functions of the Minister of Indian Affairs and Northern Development extend to and include all matters over which the Parliament of Canada has jurisdiction, not by law assigned to any other department, branch or agency of the Government of Canada, relating to Indian affairs, the Northwest Territories and Yukon Territory and their resources and affairs; (and) Eskimo affairs....

Department of Indian Affairs and Northern Development Act (1970)

Legislation Under the Department's Responsibility

Northern Affairs

1	Yukon Act
2	Northwest Territories Act
3	Territorial Lands Act
4	Land Titles Act
5	Public Lands Grants Act
6	Canada Lands Surveys Act, Part III
7	Northern Inland Waters Act
8	Arctic Waters Pollution Prevention Act
9	Dominion Water Power Act
10	Oil and Gas Production and Conservation Act
11	Yukon Placer Mining Act
12	Yukon Quartz Mining Act
13	Northern Canada Power Commission Act
14	Territorial Supreme Courts Act
Indian and Inuit Affairs	...
1	Indian Act
2	Indian Oil and Gas Act
3	James Bay and Northern Quebec Native Claims Settlement Act
4	Indian Lands (Settlement of Differences) Acts
5	British Columbia Indian Reserves Mineral Resources Act
6	Caughnawaga Indian Reserve Act
7	Fort Nelson Indian Reserve Minerals Revenue Sharing Act
8	New Brunswick Indian Reserves Agreement Act
9	Nova Scotia Indian Reserves Agreement Act
10	St. Peters Indian Reserve Act
11	St. Regis Indian Reservation Act
12	Songhees Indian Reserve Act
13	Alberta Natural Resources Act
14	Manitoba Natural Resources Act
15	Natural Resources Transfer (School Lands) Amendment
16	Railway Belt Act
17	Public Lands Grants Act
18	Refunds (Natural Resources Act) Act
19	Saskatchewan Natural Resources Act
20	Saskatchewan and Alberta Roads Act
21	Seed Grain Act

The department is responsible for administering 36 acts, including the Department of Indian Affairs and Northern Development Act.

Of the 21 statutes administered by the Indian and Inuit Affairs Program, the principal one is the Indian Act, which

- defines Indian status;
- defines legal rights of Indians;
- establishes responsibility for education, reserves, band government, and management of money;
- incorporates many of the provisions of treaties, and
- establishes responsibility for Indian administration.

In effect, the Indian Act establishes a direct legal and administrative relationship between the federal government and status Indian people. For Indian people living on reserves, the department is responsible for activities normally performed by provincial and municipal governments such as education, welfare, local fire, police and environmental protection, and the development of community services.

The 14 acts administered by the Northern Affairs Program are concerned with federal-territorial political arrangements, the administration of resources in the territories and financial assistance to territorial governments.

Financial Summary

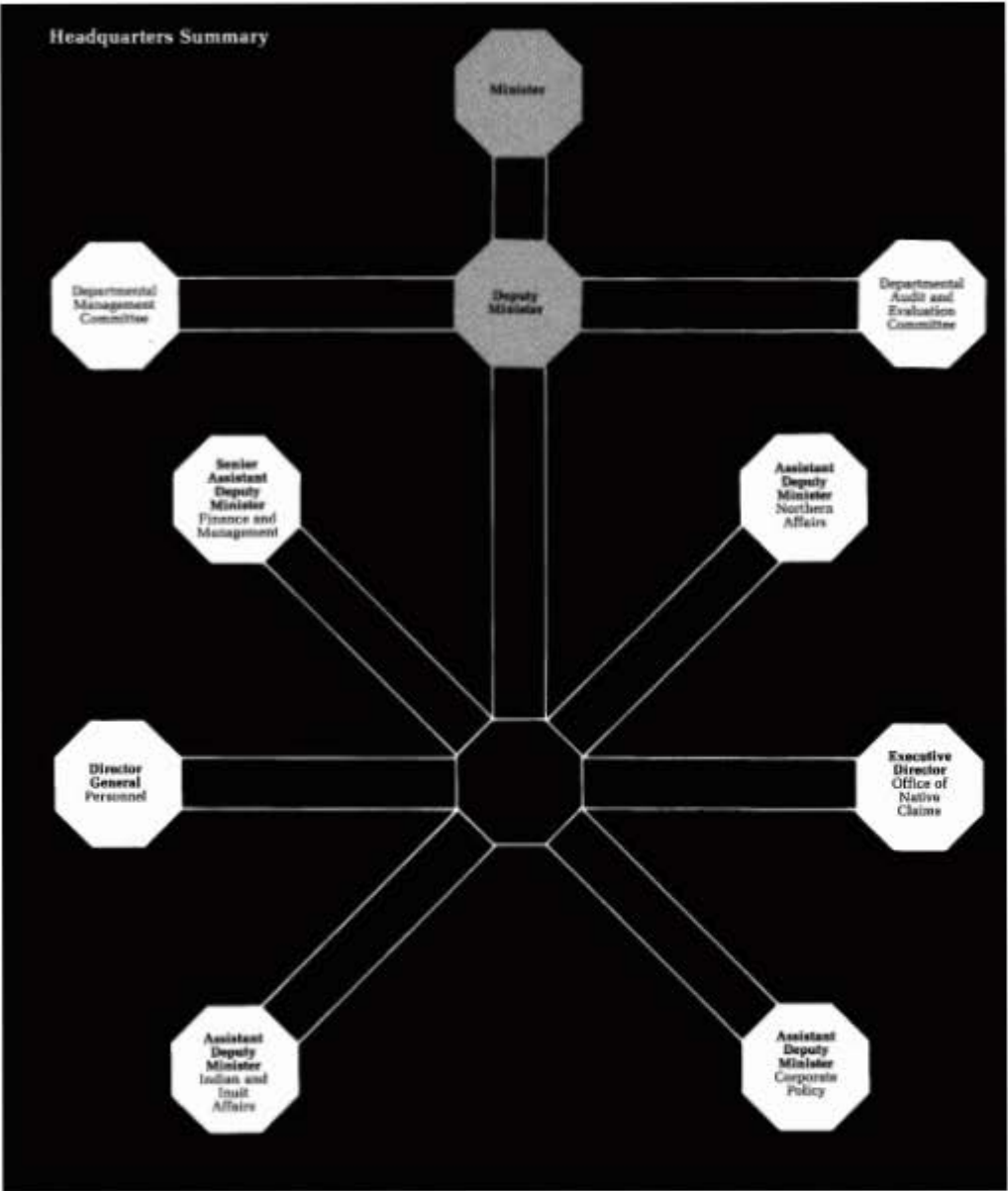
Budgetary expenditure and revenue (in millions of dollars) for the fiscal years ending March 31 1980, and March 31, 1981, are compared in the following table. Operating expenditure for 1980 - 81 appears to be extraordinarily high due to the write-off of loans to the government of the Northwest Territories for \$105.1 million and to that of the Yukon Territory for \$42.9 million. The total budgetary expenditure for the department was up about one quarter from 1979 - 80, and total revenue was up by about one eighth. In Departmental Services, the revenue received is from the Northern Canada Power Commission. The total non-budgetary expenditure, which includes loans, investments and advances, shows a large increase due to the write-off of loans mentioned above.

Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure:	...	...	...
Departmental Services	23.9	29.1	21.7
Indian and Inuit Affairs	289.6	317.2	9.5
Northern Affairs	43.2	206.0	376.8
Capital expenditure:	...	...	...
Indian and Inuit Affairs	37.2	33.5	(9.9)
Northern Affairs	20.5	21.3	3.9
Grants, contributions and other transfer payments:	...	...	...
Indian and Inuit Affairs	410.0	506.0	23.4
Northern Affairs	295.7	299.4	1.2
Native Claims	5.1	4.6	(9.8)
Total budgetary expenditure	1 125.2	1 417.1	25.9
Revenue:	...	...	...
Departmental Services	16.3	17.4	6.7
Indian and Inuit Affairs	14.3	11.3	(21.0)
Northern Affairs	22.8	31.4	37.7
Total revenue	53.4	60.1	12.5
Non-budgetary expenditure	1979 - 80	1980 - 81	Per cent increase or (decrease)
Loans, investments and advances, etc.:	...	...	...
Indian and Inuit Affairs	(2.8)	(138.4)	(4 842.9)
Northern Affairs	2.6	(11.9)	(557.7)
Native Claims	7.8	10.5	34.6
Total non-budgetary expenditure	7.6	(139.8)	(1 939.5)

Organization

The assistant deputy ministers for Indian and Inuit Affairs and Northern Affairs and the executive director of the Office of Native Claims report to the deputy minister. Departmental services are organized into three separate units with the senior assistant deputy minister of Finance and Professional Services, the assistant deputy minister of Corporate Policy and the director general of Personnel also reporting to the deputy minister. The headquarters organization has 2 056 person-years, representing 24 per cent of the department's total person-year strength.

Headquarters Summary



Regions

The Indian and Inuit Affairs Program has nine regional offices across Canada: one in each territory, one in the Atlantic region, and one in each of British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and Quebec. The regional offices have a total of 5 817 person-years, or 93 per cent of program staff.

The Northern Affairs Program has two regional offices: one located in Yellowknife, Northwest Territories, and one in Whitehorse, Yukon Territory, with 743 person-years or 69 per cent of program staff.



Regional Boundaries

Northern Affairs

1	Northwest Territories
...	P.O. Box 1500
...	Yellowknife, Northwest Territories
...	X0E 1H0
2	Yukon Territory
...	200 Range Road
...	Whitehorse, Yukon Territory

...	Y1A 3V1
Indian and Inuit Affairs	...
1	Northwest Territories
...	5110 - 50th Avenue
...	3rd Floor, Gallery Building
...	P.O. Box 2760
...	Yellowknife, Northwest Territories
...	X0E 1H0
2	Yukon Territory
...	P.O. Box 4100
...	Whitehorse, Yukon Territory
...	Y1A 3S9
3	British Columbia
...	Pacific Centre Limited
...	700 West Georgia Street
...	P.O. Box 10061
...	Vancouver, B.C
...	V7Y 1C1
4	Alberta
...	9942 - 108th Street
...	Edmonton, Alberta
...	T5K 2J5
5	Saskatchewan
...	2332 - 11th Avenue
...	Regina, Saskatchewan
...	S4P 2G7
6	Manitoba
...	275 Portage Avenue
...	Room 1100
...	Winnipeg, Manitoba
...	R3B 3A3
7	Ontario
...	55 St. Clair Avenue East
...	5th Floor
...	Toronto, Ontario
...	M4T 2P8
8	Quebec
...	P.O. Box 8300
...	Ste-Foy, Quebec
...	G1V 4C7

9	Atlantic
...	40 Havelock Street
...	P.O. Box 160
...	Amherst, Nova Scotia
...	B4H 3Z3

Indian and Inuit Affairs

The activities of the Indian and Inuit Affairs Program are directed toward the approximately 303 000 status Indians in Canada (Indian people registered under the Indian Act) and the 7 550 Inuit who live in northern Quebec and Labrador and south of the 60th parallel elsewhere in the country.

The program administers the statutory requirements defined in the Indian Act, including the registration of Indian people as status Indians under the act, matters concerning reserve lands and other Indian resources, and band elections. It implements the necessary administrative measures to ensure that the federal government's lawful obligations to Indians and Inuit under the Indian Act and the treaties are fulfilled.

Within this framework, the program's objective is to help Indian and Inuit people to attain their cultural, economic and social goals within Canadian society.

Overview 1980 - 81

The most significant event of the 1970s affecting policy development and program activity was the emergence of a strong Indian leadership dedicated to the development of Indian self-reliance through the improvement and strengthening of self-government and community administration, the elimination of social dependence, and the furthering of positive community-based economic and employment development.

The department's response to the movement of Indian self-reliance has been to shift its role in Indian matters from that of providing direction and control to offering support and advice. In keeping with this broad policy shift, the Indian and Inuit Affairs Program's branches and operations continued throughout 1980 - 81 to provide bands and Indian communities with the opportunities to acquire the skills necessary to manage their community affairs, to financially support and control local economic development, to increase their own control of education, and to take over management of, and responsibility for, financial programs.

During the fiscal year, the Program Planning Branch and the Management Services Branch were combined to form the Program Planning and Policy Co-ordination Directorate. This directorate is now responsible for the overall coordination of policy development within the Indian and Inuit Affairs Program and will ensure that new or revised policies fully reflect priorities and program thrusts developed in response to the needs articulated by both the federal government and Indian people.

Social Development

In 1980 - 81, the department continued to support and assist Indian bands in assuming greater control and responsibility over social services. By the end of the fiscal year, 385 bands across Canada were administering the social assistance program on reserve.

Child and Family Welfare Services

In 1980 - 81, discussions continued between the department and Indian people concerning child welfare services. One result of these discussions was the consolidation of a national child welfare policy. This policy is expected to be finalized during 1981 - 82 and may be supported by legislation.

Contribution Arrangements

The department completed a review of terms and conditions for the payment of contributions to bands in 1980 - 81. The changes made as a result of this review, initiated in 1979 - 80, are designed to promote the growth of sound local administration and provide bands with more latitude in the planning and management of their own affairs.

Economic Development

In the area of economic development, the emphasis has shifted from high-profile, large-scale economic projects to individual reserve communities and local community needs, capabilities and resources. This new approach is significant in that it promises to contribute to the creation of a self-sustaining economic base for further development. Two 1980 - 81 community-based initiatives that are representative of this approach are the improvement of wild rice harvesting techniques in Ontario and the department's involvement with Indian bands in planning a caribou management program in the northern parts of Saskatchewan and Manitoba and the Northwest Territories.

Education

The development of Indian control of education, supported by the department since 1973, continued in 1980 - 81 with marked success in several areas. In Manitoba, a number of bands have entered directly into tuition agreements with local school boards. This is a departure from previous years in which an agreement covering all bands was negotiated by the provincial Indian organization, the department, and the province of Manitoba. By the end of 1980 there were three official Indian and Inuit school boards at the provincial level and 58 cultural/educational centres managed by Indians and Inuit throughout nine provinces and in both territories.

The number of Indians in post-secondary education continued to rise during 1980 - 81. In 1969, there were 808 Indians enrolled in post-secondary educational programs with a budget allocation of \$436 408. By 1980 - 81, that number had risen to 5 792 students and the budget allocation had increased to over \$18 million. The number of Indians in teacher training programs and of Indian teachers employed also increased in 1980 - 81. One teacher training program for elementary and secondary school levels last year was particularly successful in the Maritimes, with 84 trainees involved.

Resource Development

In 1980 - 81, the Indian and Inuit Affairs Program established the Resource Development Impacts Branch. During the fiscal year, the branch produced a catalogue of resource development and energy-related projects affecting Indian and Inuit communities. The branch also allocated \$732 000 to assist bands in assessing and dealing with the environmental and socio-economic impacts of 22 of these projects considered to be the most urgent. These funds will also be used to determine how the Indians and Inuit concerned may turn these projects to economic and social benefit for their communities.

Capital Management

The Capital Management Branch was established in February 1980 with a mandate to develop a capital management system that would more effectively utilize program funds for the planning, construction and maintenance of physical facilities, bearing in mind the need for community involvement and the priorities of health, safety and education. Immediate initiatives included work on the department's Capital Management System and the production of a number of guidelines and procedural manuals designed to provide information to all those involved in capital assets management on such matters as how best to plan and implement the capital program, how to get project approval and how Indian bands can initiate, develop and manage their own capital projects.

Legislation

Between May and September 1980 the Minister of Indian Affairs and Northern Development met with Indian groups in each region to discuss the modifications to Indian legislation that would extend and formalize Indian government at the band level and eliminate discrimination under the Indian Act. There was no consensus on either of these issues. However, the minister agreed to exempt bands at their request from the provisions of the act that cause women to lose their status on marriage to non-Indians (Section 12(i)(b)) and that cause children of Indian parents born after 1951 to lose their status at age 21 if their mother and grandmother were non-Indian (Section 12(i)(a)(iv)).

Financial Summary

The following table summarizes the budgetary expenditure and revenue (actual) for the 1980 - 81 fiscal year (in thousands of dollars). Major increases in expenditure over 1979 - 80 occurred in grants and contributions, and contributions to employee benefit plans. Capital expenditure decreased by about 10 per cent, and revenues decreased by approximately one fifth from 1979 - 80.

Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure	278 199	303 472	9.1
Capital expenditure	37 216	33 522	(9.9)
Grants and contributions	409 232	505 265	23.5
Contributions to employee benefit plans	11 430	13 707	19.9
Indian annuities	737	765	3.8
Revenue	14 300	11 259	(21.3)

Expenditures for 1980 - 81 are also presented by activity. These activities reflect the program services of the department in the area of Indian and Inuit affairs, as previously outlined. A large proportion of operating expenditures were allocated to education, while grants and contributions in the areas of education, social services and community infrastructure and service accounted for about 82 per cent of the total grants and contributions.

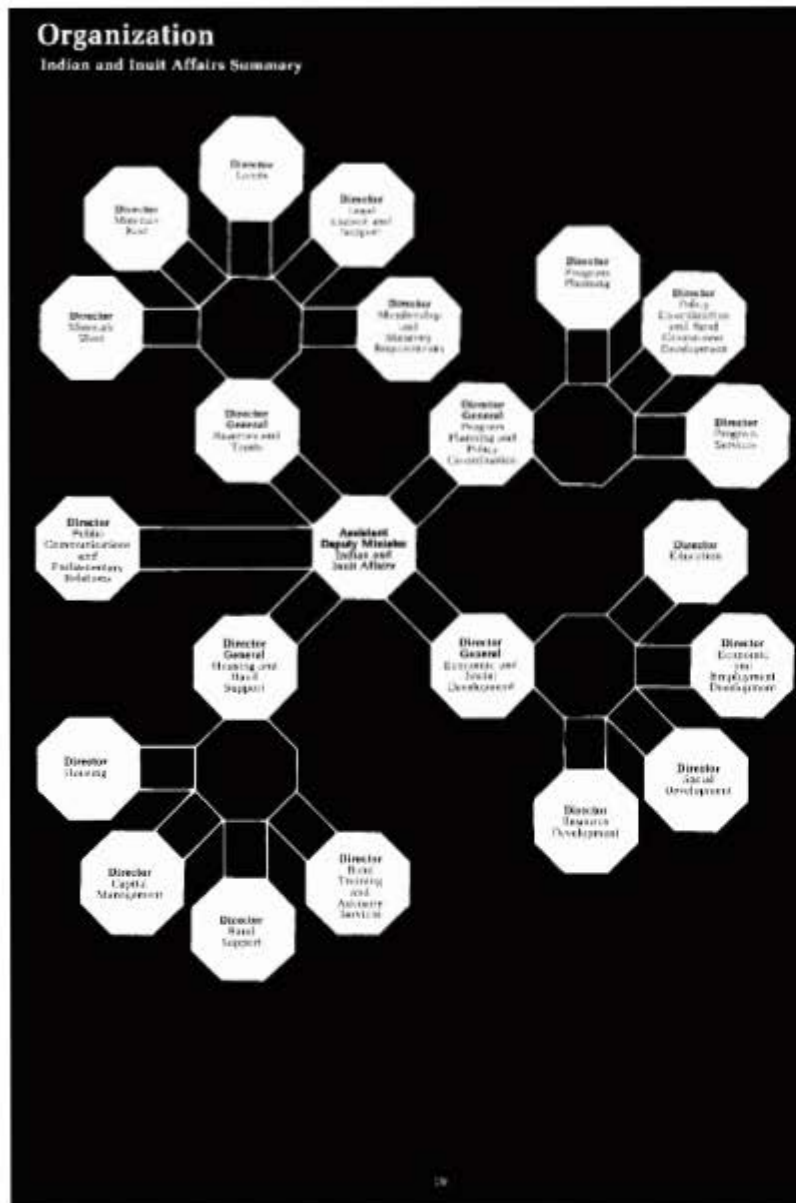
Expenditure by activity	Operating expenditure	Capital expenditure	Grants and contributions	Total
Program administration	43 385	1 564	...	44 949
Reserves and trusts	11 308	106	7 408	18 462
Education	139 884	557	126 689	267 130
Economic and employment development	23 634	50	126 689	267 130
Social services	48 185	...	140 149	202 791
Community infrastructure and services	25 627	31 074	146 090	202 791
Band government	11 449	171	53 633	65 253
Contributions to employee benefit plans	13 707	...	...	13 707
Total	317 179	33 522	506 030	856 731

Grants and contributions, which account for about 59 per cent of 1980 - 81 expenditure in the Indian and Inuit Affairs Program, are presented by activity for the 1980 - 81 fiscal year (in thousands of dollars).

Grants	...
Reserves and trusts	1 065
Education	12 884
Social services	32 843
Band government	12 777
Total grants	59 569
Contributions	...
Reserves and trusts (including contributions to eligible Newfoundland natives and communities for programs and services)	5 983
Education	113 805

Economic and employment development	29 302
Summer Youth Employment Program	2 798
Resource Development Impact Program	321
Social services	107 306
Community infrastructure and services	142 892
Special Indian Constable Program	3 198
Band government	40 856
Total contributions	446 461
Total grants and contributions	506 030

Indian and Inuit Affairs Summary



Activities and Developments

Social Development

Objective

To assist and support Indian and Inuit people in identifying, planning, developing or having access to developmental and supportive social, recreational and other services consistent with and sensitive to their needs.

Application

To support the improvement of social conditions, the Indian and Inuit Affairs Program provides

- income support, rehabilitative services and other child and family services to Indian and Inuit people;
- essential community social services; and
- advice and training to assist communities in administering their own social programs.

Highlights

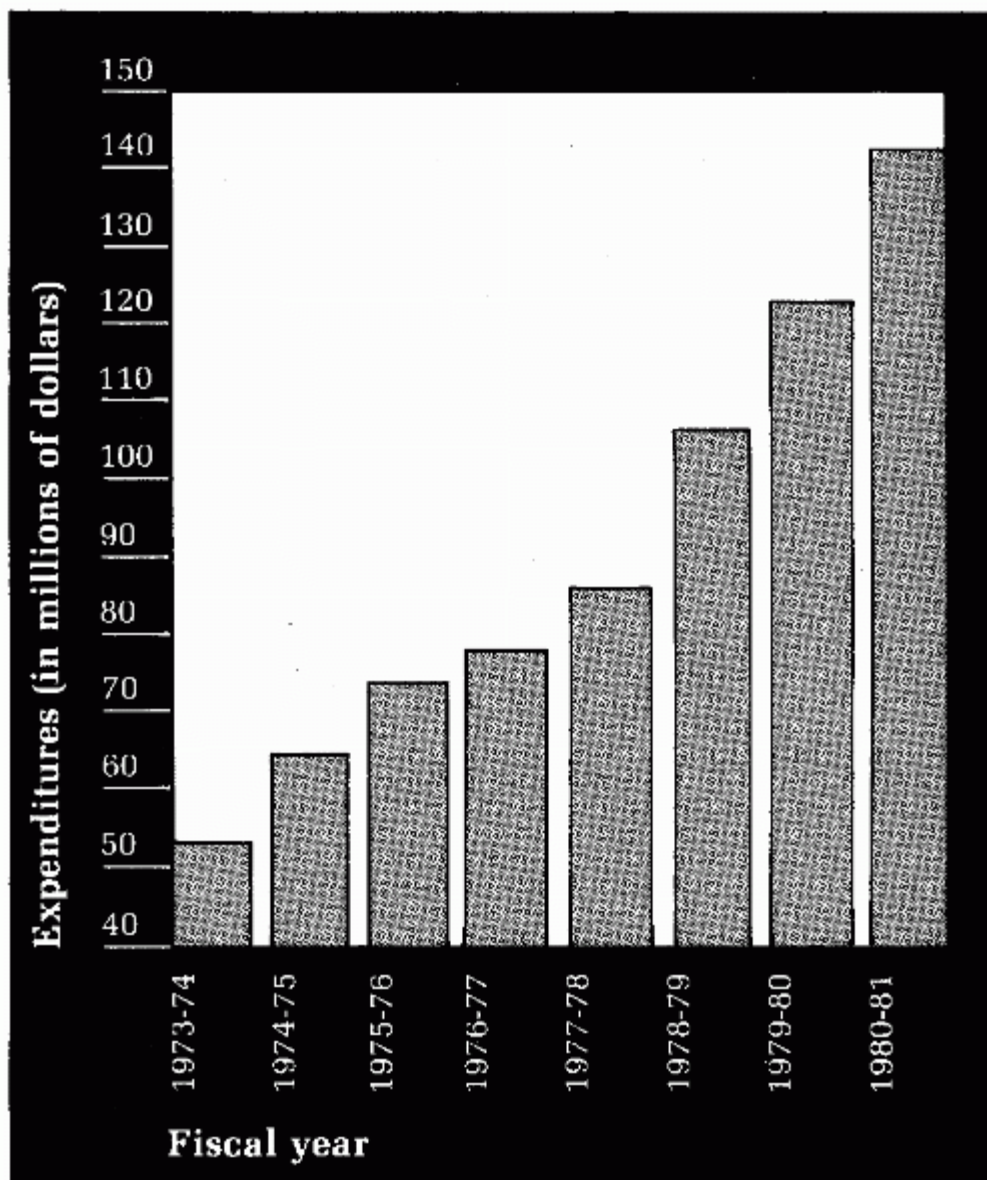
According to Indian Conditions: A Survey, published by the department in June 1980, Indian living conditions have improved over the last 20 years, although standards are not yet up to national levels. At the same time, there has been a significant increase in social problems and welfare dependence among reserve and off-reserve Indians.

In response to these conditions, program activity in the area of social development is increasingly being directed towards supporting Indian bands and communities in achieving local planning and control of social services.

Social Assistance

Use of social assistance among Indians has increased from about one third of the population to slightly more than one half in the last 10 - 15 years. Social assistance expenditures have increased from approximately \$53.4 million in 1973 - 74 to almost \$142 million in 1980 - 81.

Social Assistance Expenditures for Registered Indians



Source: Social Development Branch, Indian and Inuit Affairs Program.

This increase is related to a number of factors, including

- application of provincial social assistance standards and guidelines to Indians starting in 1960;
- a 40 per cent increase in the Indian population in the last 20 years resulting in a high number of family dependents;
- high unemployment among Indians;
- the use of cash payments for social assistance with limited expenditures for preventive services;
- the continuation of government - Controlled programs that may foster a sense of dependency among individuals and communities; and
- the increasing involvement of social assistance funds in a wide range of basic benefits.

In an effort to ensure that social development programs are administered to meet local Indian needs, the department and Indian organizations have been developing programs to facilitate the take-over of the administration of social services by Indian bands and communities, as well as programs to train Indian personnel in the area of social administration. Bands have responded favourably to the idea of increased responsibility over the delivery and control of social assistance. Whereas virtually no bands administered social assistance 10 years ago, by 1981 there were 513 band welfare administrators and aides for 385 bands. This means that approximately 66 per cent of the 575 bands in Canada are now administering this portion of the department's Social Development Program, and 85 per cent of all social service recipients now receive services directly from band staff.

Child and Family Welfare Services

The number of Indian children in care remained fairly stable during the 1970s and the number of Indian children adopted more than doubled during the same period. Departmental expenditures related to child welfare services increased by about 150 per cent during this time.

Child Welfare Services

Fiscal year	Number of children in care	Number of adoptions	Expenditure (\$000s)
1970 - 71	5 395	241	\$10 042
1971 - 72	5 531	335	10 458
1972 - 73	4 467	322	11 494
1973 - 74	4 422	375	12 351
1974 - 75	5 270	363	14 091
1975 - 76	5 390	406	16 076
1976 - 77	5 952	581	19 806
1977 - 78	5 336	441	20 992
1978 - 79	5 659	519	24 773
1979 - 80	5 426	568	25 626
1980 - 81	5 066	568	29 485

Efforts to improve child welfare services and develop greater native autonomy in this area have been difficult, due to the many levels of government and different departments of government involved. Discussions with Indian people on child welfare services continued throughout 1980 - 81. A priority for 1981 - 82 will be the development of a national child care policy that is consistent with what is now being carried out at a regional and local level and that will further the goal of native self-reliance in social service administration.

Economic Development

Objective

To initiate and reinforce community-based and Indian - Controlled development of real economic and employment opportunities, both on and off reserves, designed to achieve sustained economic growth and to enhance Indian self-reliance.

Application

To support economic development, the program provides

- loans and guarantees for loans to assist individuals and communities to develop local economic initiatives; and
- technical and planning services to assist economic and employment development.

Highlights

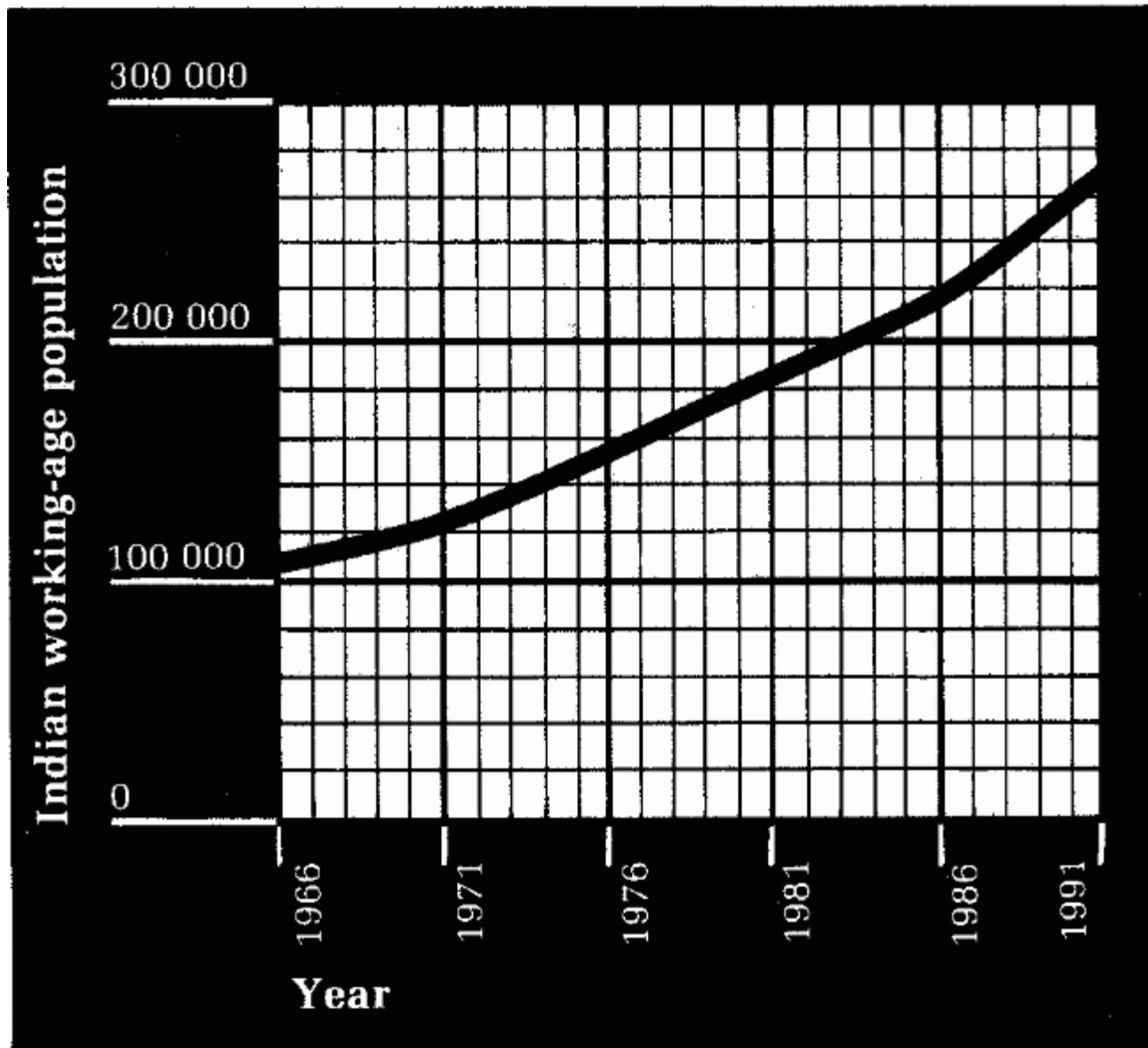
In 1980 - 81, the level of Indian employment was 23 per cent, compared with the Canadian average for the same period of 57 per cent. If this gap continues to widen, the Indian level of employment by 1991 will reach 26 per cent, compared with what would be a Canadian average of 62 per cent.

Economic underdevelopment among the Indian population is one of the factors behind a high dependence on government assistance and has widespread negative social effects including poor health, high rates of imprisonment, a

high incidence of alcoholism, declining school enrollment and substandard living conditions.

An added element has been the maturation of those Indians of the "baby boom" of the late 1960s, which has greatly increased the number and proportion of the 15 - 64-year group in the Indian population.

Registered Indian Working-Age Population (15 - 64 years)



Source: A.J. Siggner, Growth of the Active Population Aged 15 to 64 among Canadian Registered Indians from 1975 to the Year 2000: Short and Long Term Issues, Departmental Statistics Division, Department of Indian Affairs and Northern Development, 1975.

This means that approximately 75 000 new jobs will be required over the next decade if Indian employment in the work force is to approach acceptable national levels. During 1980 the department focussed on the financial and program requirements for a strategy to create new jobs based on existing resources at the band or community level through Indian - Controlled development.

Education

Objectives

To assist and support Indians and Inuit in having access to educational programs and services that are responsive to their needs and aspirations, consistent with the concept of Indian control of Indian education.

To assist and support the Indian and Inuit peoples in preserving, developing and expressing their cultural identity, with emphasis on their native languages.

Application

To support education the department provides

- services and facilities for pre-schools, and elementary and secondary schools;
- funding assistance for the building and operation of band and federally operated schools;
- financial and counselling services for Indians and Inuit enrolled in post-secondary and vocational programs; and
- funding for Indian-and Inuit-managed cultural/ educational centres that assist in the preservation and revitalization of Indian and Inuit languages and culture.

Highlights

Local Control

In 1973, the department endorsed the principles of local control and parental responsibility as the basis for future development of Indian education, as outlined in the 1972 National Indian Brotherhood's policy paper, Indian Control of Indian Education.

Acceptance of local control of Indian education has been followed by eight years of steady expansion of Indian community responsibility for educational program delivery. In 1972, Indian control of education was negligible. But by the 1980 - 81 school year

- Indian communities operated 157 schools serving 10 000 students;
- Indian education authorities managed over 38 per cent of the total departmental education and maintenance budget;
- of the 575 Indian bands, approximately 450 had organized school committees or boards and were either wholly or partially controlling the educational programs in their communities;
- three official Indian and Inuit school boards were established at the provincial level; and
- 58 cultural/educational centres managed by Indian and Inuit people were operating in nine provinces and in both territories.

Educational Services

Education is provided to Indians in a complex jurisdictional environment involving four separate areas of operation: federal, provincial, band-operated and post-secondary.

Indian Involvement in Educational Systems: 1980 - 81

School system	Number of schools	Enrollment total	Expenditure (\$ millions)		
...	Department	Band	Total		
Federal	229	26 600	51.6	11.3	62.7
Provincial	710	40 500	84.7	51.4	136.1
Band	157	7 900	...	24.2	24.2
Post-secondary	...	5 700	11.6	7.1	18.7

Source: Economic and Social Development Directorate, Indian and Inuit Affairs Program.

Band-operated schools provide educational services for Indian students under the department's Contributions to Bands Program. This program consists of the basic core curriculum offered in provincial schools, supplemented by culturally relevant courses as determined by the individual bands. These services are provided for children from kindergarten through to high school completion, where student numbers and other conditions permit.

Outlook

Major educational program policy development and program activity from 1980 - 81 to 1985 - 86 will see further devolution to the bands, resulting in greater increase in local control. It is estimated that student enrollment in band-operated schools will increase to 20 000 during this period. As well, both Indian leaders and departmental officials anticipate that with the movement to band-operated schools and its related curriculum adaptation and increased community involvement, more students will be remaining in and completing secondary school by 1986.

Housing, Services and Resource Management

Objectives

To assist and support Indian and Inuit communities and individuals in meeting their requirements in housing and other physical facilities.

To assist and support Indians and Inuit in conserving the natural environment of their communities.

Application

The Indian and Inuit Affairs Program provides

- funding for the provision of infrastructure, community services and schools to improve and maintain community health, safety and education; and
- assistance for financing of housing through loan, training, mortgage and community improvement programs.

Highlights

Resource Impact

In response to the increased importance and impact of resource developments - such as the British Columbia Northeastern Coal Project or the Cold Lake Tar Sands Project - on Indian lives and communities, the department in 1980 - 81 established the Resource Development Impacts Branch. Its role is to support Indian people in developing the planning capacity to take advantage of the opportunities offered by large resource developments and to study the environmental hazards of such projects that will affect or are affecting native populations.

During 1980 - 81, the branch developed a catalogue of resource development projects and environmental hazards affecting native populations. A total of 108 projects and hazards were identified and described, including the band or bands affected and the scope and timing of the project and the extent of the possible hazard. Funding was then allocated to help the bands concerned to respond directly to 22 of the most urgent of these development projects or hazards.

Capital Appropriations Administered by Bands

...	Fiscal year						
In millions of dollars	1974 - 75	1975 - 76	1976 - 77	1977 - 78	1978 - 79	1979 - 80	1980 - 81
Total capital budget	80.5	88.7	108.7	111.8	130.3	137.7	151.1
Total administered by bands	36.5	43.5	63.4	71.6	70.0	90.1	118.6
Per cent of total administered by bands	45.4	49.0	58.3	64.0	53.7	65.4	79.0

Source: Capital Management Branch, Indian and Inuit Affairs Program.

Capital Management

The Capital Management Branch was formed in February 1980 to improve the management of capital-related activities as well as to implement an effective capital management system. The branch has three major thrusts:

- the equitable distribution of financial resources for physical facilities to meet priority needs of health, safety and education to the regions;
- the provision of support services to ensure the proper management and accountability of capital activities within the department and Indian communities; and
- the development of incentives at the community level for the efficient use of band-managed capital-related funds.

During 1980 - 81, the branch participated in the development of a capital allocation process that determines funding levels by means of such indicators as the on-reserve population and the purchasing power of the construction dollar within a region. As well, the branch has produced a number of guidelines and procedural manuals dealing with various aspects of effective capital management, including project control, project accounting, capital planning and project approval. Throughout the 1970s Indian bands steadily increased their involvement in and responsibility for the administration of capital appropriations in housing, infrastructure and federal/band schools. These procedures will help bands assume ever-increasing responsibilities for the development and management of capital activities, while ensuring that department and central government agencies' requirements are met.

Housing

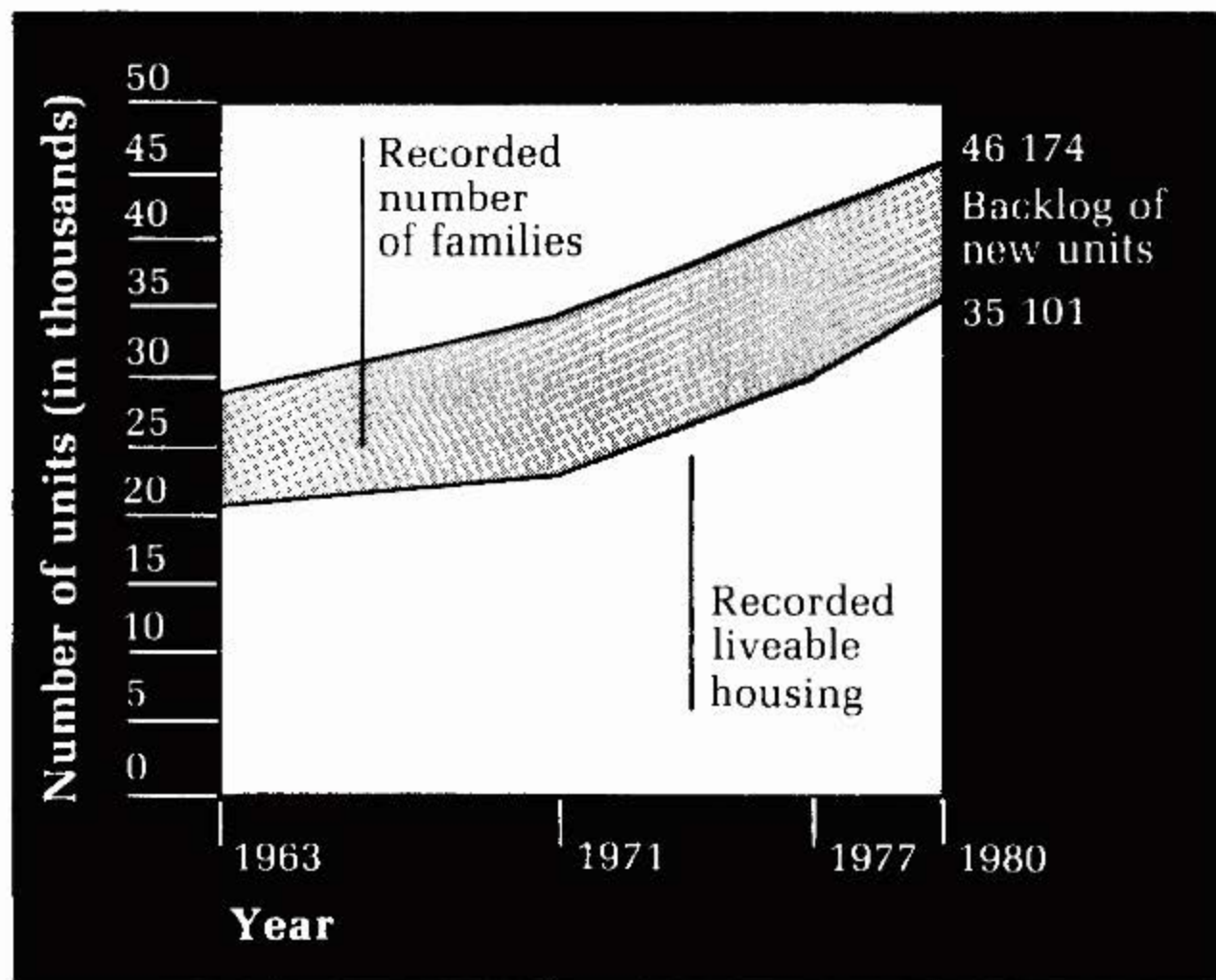
In 1980 - 81, an additional \$20 million was allocated to Indian housing. As well, adjustments were completed and approval received for funding arrangements for Indian bands.

The on-reserve housing targets remained the same in 1980 - 81 as they were for 1979 - 80: 2 400 new houses and 3 000 renovations to existing structures. The cost of the program for 1980 - 81 was approximately \$72.5 million. There remains a shortage of approximately 11 000 units in need of repairs.

The on-reserve housing backlog increased steadily from 1963 to 1971. From 1971 onwards, the backlog has remained relatively stable due to the fact that the target of 2 400 new housing units remains sufficient to satisfy current demand in terms of accommodating new families and of replacing homes that go out of use from year to year. Meeting these targets cannot, however, lessen the backlog, only prevent it from significantly increasing.

Backlog: On-Reserve Housing

Backlog: On-Reserve Housing



Although on-reserve housing targets remained stable, the number of applications for off-reserve housing units declined. This was due to economic factors such as high interest rates for first mortgages, which have pushed up housing costs. Off-reserve housing regulations are now being reviewed and revised and new proposals are expected in 1981 - 82.

Consultation on Indian housing during 1980 - 81 included joint meetings of the department and the National Indian Brotherhood and its constituent associations. These consultations culminated in a national housing seminar, co-hosted by the department and the National Indian Brotherhood in December, to discuss emerging housing policy issues. As well, representatives of the department's housing program participated in two seminars of the joint Federal-Provincial Working Committee on Occupational and Residential Health Hazards in November 1980. The seminars focussed on design recommendations to alleviate certain health hazards in housing, notably radon gas accumulation and elimination.

Band and Community Administration

Objective

To assist and support Indians and Inuit in planning, developing and managing their community and other affairs.

Application

In support of band and community administration, the department provides

- programs to increase Indian capacity to govern their communities;
- training to assist bands to manage and account for administrative funds; and
- funding to cover expenses for chiefs and band councils to assist with overhead costs related to band-operated services and programs.

Highlights

Throughout the 1970s Indian communities essentially administered by government became increasingly self-governing, a development that was encouraged and supported by the Band Support Branch and Band Training and Advisory Services Branch, particularly in relation to the decentralization of fund control and program development to Indian bands. The value of programs managed by bands increased from \$67 000 in 1965 - 66 to over \$400 million in 1980 - 81, with \$232.5 million of that total being public funds and more than \$177.9 million being band funds. During 1980 - 81, the department completed a review of terms and conditions for the payment of contributions to bands. Subsequent changes in these terms and conditions, to be completed during 1981 - 82, will promote the growth of sound local administration and provide bands with more latitude in the planning and management of their own affairs.

Reserves and Trusts

Objective

To ensure that Canada's legislative obligations and responsibilities to Indian people under the Indian Act and under the various treaties are met.

Application

The department's major functions relating to reserves and trusts include

- management and control of Indian lands and the natural resources on reserves in conjunction with Indian communities and bands;
- maintenance of the Indian Registry and administration of membership provisions of the Indian Act; and
- management of Indian monies and funding for certain cases involving important and unresolved Indian legal issues that will affect many Indian bands and individuals across the country.

Highlights

Legislative Activities

During 1980 - 81, the Minister of Indian Affairs and Northern Development announced that, when asked to do so by band councils, he would request the Governor in Council to suspend two clauses of the Indian Act deemed discriminatory.

The first clause, Section 12(1)(a)(iv) of the act, is referred to as the "double mother" clause. In effect, the application of this clause denies Indian status to any person upon reaching the age of 21 whose mother and paternal grandmother were not Indians. Numerous representatives of Indian communities have expressed concern about the effect this clause was having on their membership. In the early spring of 1980 the minister asked the Governor in Council to remove the application of the "double mother" clause at the request of individual bands; by March 1981, 90 bands had made a formal request to this effect.

The second discriminatory clause, Section 12(1)(b) of the act, states that when an Indian woman marries a non-Indian she ceases to be entitled to be registered as an Indian under the act. This clause applies only to Indian women. In July 1980, the minister asked the Governor in Council to revoke this clause as well when requested by the bands to do so. By the end of March, 25 band councils had submitted resolutions to remove the application of Section 12(1)(b) to their bands.

Lands and Membership

During 1980 - 81 the devolution of responsibility for lands and membership registry from the department to Indian bands continued. In the department's Lands Branch, a policy paper was prepared to increase bands' land management authority under Sections 53 and 60 of the Indian Act. By the end of 1980, over one fifth of the bands (representing 35 per cent of the Indian population) had responsibility to report changes affecting membership registration. The computer systems for both the membership register and the lands register were being remodelled during 1980 - 81 in order to make them more accessible to both Indians and to the department's regional operations.

Regional Highlights

Social Development

In 1980 - 81, Manitoba regional activities in the area of social development included

- participation in the national and regional social assistance review;
- the development of a more flexible social assistance funding program for bands; and
- tripartite discussions regarding expansion of child care services in the region.

British Columbia regional activities also focussed on, among other things, child care services. Regional staff and band representatives have been concerned with preventing the removal of Indian children in need of care from their family, community and culture. Initiatives to accomplish this have included

- development of local child welfare committees;
- use of traditional extended family support;
- and development of local systems and resources for care of children when separation is unavoidable.

As a result of these initiatives, the number of Indian children under provincial child welfare care was reduced from 1 059 in 1979 - 80 to 862 in 1980 - 81.

Economic Development

In an effort to facilitate socio-economic development on reserves, in 1980 - 1981, the Ontario region

- provided business development services to 500 existing Indian businesses and 100 new projects, which created 400 new jobs and helped maintain 3 400 existing jobs;

- used economic development funding for 166 contributions totalling about \$2.3 million, for 48 direct loans totalling \$1.2 million, and for 4 loan guarantees totalling \$2 million;
- assisted 190 Indian people to obtain permanent employment through an on-the-job-training program;
- gave 350 Indian people six-month "mobility" assistance; and
- expended \$1.9 million on band planning committees and groups to assist in the preparation of band socio-economic plans for long-term development.

In the Atlantic region, economic and development loans and contributions created 77.5 person-years of employment among Indian bands and helped to sustain an additional 85 person-years of Indian employment in the economic sectors.

Education

Educational activity has expanded in the Atlantic region in recent years. Attendance, particularly at the junior and senior high school level, is increasing and the dropout rate decreasing as a result of band participation in the development of educational courses on land management, organizational development training, contract administration, fire fighting and others. In 1980 - 81, approximately 400 Indians were taking post-secondary courses, with 30 in a teacher training course at the Nova Scotia Teacher's College in Truro and another 30 in a four-year teaching course leading to a Bachelor of Education at the University of New Brunswick. Bands throughout the Atlantic region continued to participate in, and take over, educational program management in 1980 - 81. The band at Eskasoni assumed total responsibility for its educational program, and Eskasoni now has the second largest reserve school in Canada.

Other educational highlights in the regions during 1980 - 81 included

- establishment of a development team to assist educational committees on reserves in Quebec to assume more administrative responsibility for educational program delivery;
- evaluation of regional educational programs in Manitoba; and
- full control of their educational programs and budgets by three Alberta bands.

Housing, Services and Environment

The British Columbia region provided funding to three Indian organizations in the province for socio-economic impact studies on resource development projects affecting Indian communities. The Nishga Tribal Council received \$50 530 to study the impact of the Amax Molybdenum Mine; the Union of British Columbia Indian Chiefs received \$58 000 for an impact study in northeastern British Columbia; and the Kootenay Indian Area Council received \$74 500 for a study on the Alaska Highway gas pipeline.

Housing and services activities in the regions in 1980 - 81 included

- a housing project design for the town of Laird in the Yukon region;
- 6 design projects, 8 construction projects, 30 capital projects, and the building of 140 reserve housing units in the Atlantic region, all with band participation; and
- 20 major capital projects and 455 minor capital projects administered by bands in the Ontario region.

Band and Community Administration

Recognizing the emergence and development of great income disparities between bands, the Alberta region adopted a policy of trying to direct more departmental funding and support to the resource-poor bands in the province, while maintaining basic services and trust responsibilities for all bands. During 1980 - 81, discussions were held with the Indian Association of Alberta to agree on a new method for the allocation of discretionary funds to achieve this policy objective.

During 1980 - 81, the British Columbia Regional Forum became fully operational. The regional forum is composed of provincial band and tribal council delegates, representing approximately 35 000 status Indians and members of the regional staff. The forum's major objective during the fiscal year was to develop a comprehensive approach to economic development, controlled by Indians and designed to take advantage of the newly created federal Western Initiatives Fund. Proposals were developed for the fund in the areas of commercial, industrial and residential development, as well as forestry and fishing.

The British Columbia region also provided funding assistance during 1980 - 81 to Indian organizations for the preparation of position papers concerning revisions to the Indian Act and local Indian government legislation. Of the total provincial allocation of \$160 000, \$100 000 went to the Union of British Columbia Indian Chiefs, with the remainder going to other provincial Indian associations and tribal councils.

The Quebec region continued to support Indian bands in increasing their management of band funds and administration. In 1979 - 80, the bands of the region administered 51 per cent of departmental program funds and in 1980 - 81 increased their share to 58 per cent.

Quebec is also the only region in Canada that has implemented a pension plan for band employees. In 1979 - 80, 187 band employees participated in the plan and the department contributed \$199 580 to the fund; in 1980 - 81, 291 employees participated and the department's contribution increased to \$388 000.

Also in the regions during 1980 - 81

- 20 of the 29 Atlantic bands had taken over responsibility for social service program delivery;
- administration of programs such as social assistance, community services, and some educational programs were taken over by 103 bands in Ontario, representing 87.3 per cent of all provincial bands and 50 per cent of the \$62.4 million regional budget;
- Alberta bands administered 55 per cent of the regions program funds, a 4 per cent increase over 1979 - 80; and
- in the Yukon, all bands administered their social development programs and three regional staff person-years were transferred to the Council for Yukon Indians in support of their increasing administrative role in regional affairs.

Northern Affairs

The Northern Affairs Program, both directly as well as indirectly through the governments of the Yukon and the Northwest Territories, assists the social, cultural, political and economic development of the two territories, placing particular emphasis on the needs of native northerners.

Program objectives are directed toward:

- improvement in the quality of northern life and a higher standard of living for northern residents;
- equality of opportunity for all northern residents;
- protection of the northern environment as an essential element of northern economic and social development;
- encouragement of viable economic development; and
- meaningful progress toward territorial self-government.

As the territorial governments are now chiefly responsible (with federal financial support) for providing government services to territorial residents, Northern Affairs Program activities are directed toward the management of northern resource development and programs for environmental protection, and the political, social and cultural evolution of the Yukon and the Northwest Territories. The program also helps to co-ordinate federal government activities in the two territories.

Overview 1980 - 81

The thrust of Northern Affairs activities during 1980 - 81 was to encourage integration between the various activities and development under way in the North, including non-renewable resource development, native claims, and native and territorial self-government, in ways that would help reduce conflicts between these activities.

Legislation

The department will soon be transferring responsibility for mining safety to the government of Northwest Territories. Discussions were initiated during 1980 - 81 and the transfer will take place in the next fiscal year. As well, revisions to the Territorial Lands Regulations and the Territorial Quarrying Regulations were completed during the fiscal year and both were submitted to the Department of justice for legal review.

Social and Cultural Development

Inuit television programming and broadcasting activities and training of Inuit in film and videotape program production were given financial support by the department with a view to enhancing native cultural development. As well, Inuit House in Ottawa continued to serve as a cultural and social centre for Inuit, particularly for students attending schools in Ottawa.

Financial support was also provided to northern co-operatives. Those of the Northwest Territories and northern Quebec had an excellent year, earning \$27 million, of which \$9.1 million was paid in wages to northerners.

Environmental Protection

Management and protection of northern re-sources was the goal of several of the department's activities in 1980 - 81. In keeping with this goal, conservation of the barren-ground caribou herds continued to be an activity of the department. Progress, characterized by extensive public involvement, was made on the Lancaster Sound Regional Study. A draft green paper was released by the minister in February 1981, accompanied by a series of background papers. A preliminary data atlas was also released. Lastly, a new policy on forest fire control in the North was developed by the department and approved by cabinet early in 1981. Cabinet also approved the increase in resources necessary to implement this new policy.

Resource Development

Highlights of the department's activities concerning energy in the North included the establishment of an intergovernmental task force on northern energy and the approval and implementation of the two energy subsidies for domestic and commercial consumers in the North.

During 1980 - 81, mining companies announced that five new mines would be opened in the North by 1982. Of major significance was the announcement by Cominco of the development of its \$150 million Arvik Mine (Polaris), located on Little Cornwallis Island in the Northwest Territories. Construction of Polaris, the world's most northerly mine, has created approximately 250 new jobs, and 92 per cent of the \$150 million construction and production costs will be spent in Canada.

Transportation

The department provided major financial support for the White Pass and Yukon Railway in the form of a \$5 million interest free loan. This support is expected to meet long-term transportation needs in the Yukon.

A major review of northern pipeline guidelines began early in the 1980 - 81 fiscal year. The review and the establishment of a new set of general guidelines concerning northern resource development projects were continuing at the end of March 1981.

Financial Summary

Budgetary expenditure and revenue (actual) for the 1980 - 81 fiscal year (in thousands of dollars) are summarized in the following table. Expenditures increased from 1979 - 80, particularly operating expenditures, which increased by almost four times. Revenue also increased over the previous year by more than one third.

Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure	41 164	203 510	394.4
Capital expenditure	20 466	21 308	4.1
Grants and contributions	295 725	299 436	1.3
Contributions to employee benefit plans	2 094	2 506	19.7
Revenue	22 798	31 469	38.0

Expenditures for 1980 - 81 are also presented by activity. These activities reflect the program services of the department in the area of northern affairs as previously outlined. A large proportion of operating expenditures (75 per cent) and grants and contributions (95 per cent) were allocated to northern co-ordination and social development.

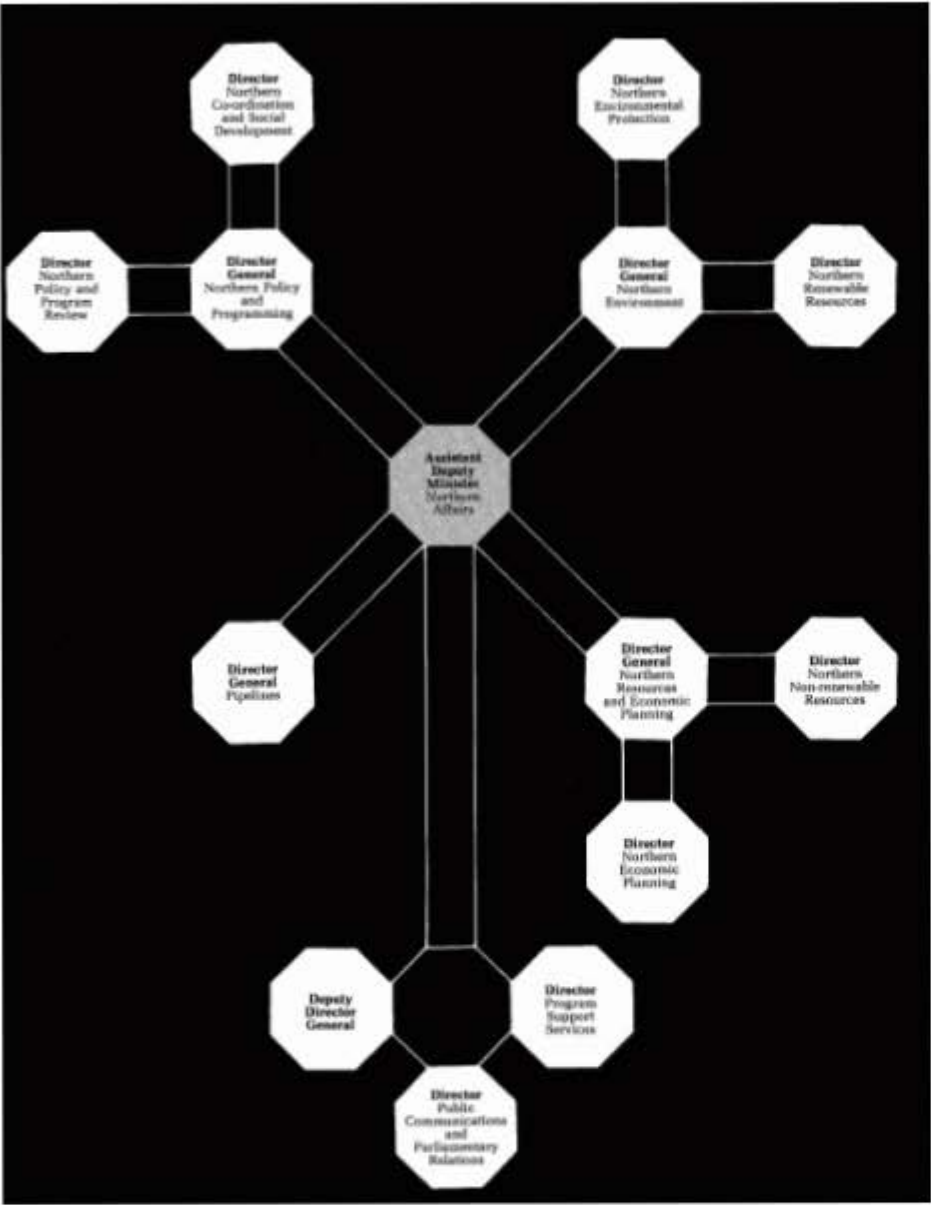
Expenditure by activity	Operating expenditure	Capital expenditure	Grants and contributions	Total
Northern co-ordination and social development	154 241	57	285 432	439 730
Northern economic planning	4 872	...	2 583	7 455
Northern environmental protection and renewable resources	36 610	2 032	66	38 708
Northern non-renewable resources	7 335	229	135	7 699
Northern roads	452	18 990	11 220	30 662
Contributions to employee benefit plans	2 506	...	...	2 506
Total	206 016	21 308	299 436	526 760

Grants and contributions, which account for Other transfer payments 57 per cent of the 1980 - 81 expenditure in the Northern co-ordination and social Northern Affairs Program, are presented by development: activity for the 1980 - 81 fiscal year (in thousands of dollars).

Grants	...
Northern co-ordination and social development	7 532
Northern environmental protection and renewable resources	62
Northern non-renewable resources	105
Total grants	7 699
Contributions	...
Northern co-ordination and social development	11 393
Northern environmental protection and renewable resources	4
Northern economic planning	2 583
Northern non-renewable resources	30
Northern roads	11 220
Total contributions	25 230
Other transfer payments	...

Northern co-ordination and social development:	...
Government of the Northwest Territories:	...
operating grant	156 083
capital grant	59 463
Government of the Yukon Territory:	...
operating grant	30 913
capital grant	20 048
Total other transfer payments	266 507
Total grants, contributions and other transfer payments	299 436

Organization
Northern Affairs Summary



Activities and Developments

Political Development

Objective

To further the political evolution of the territorial governments and the development of viable local government structures.

Application

In support of political development in the territories the department

- negotiates and administers financial arrangements with the territorial governments;
- conducts on-going research and reviews of territorial constitutional development; and
- promotes measures to bring about responsible territorial self-government with the gradual devolution of federal responsibilities.

Highlights

Political evolution in the North has been a department concern since 1977. In the four years since then, the territorial councils of the Yukon and the Northwest Territories have steadily increased their total number of person-years and their budgets, a reflection of their growing importance and increasing role in northern affairs.

Increase in Person-Years for the Territorial Governments

...	1977 - 78	1978 - 79	1979 - 80	1980 - 81
Northwest Territories	3 046	3 142	3 199	3 173
Yukon Territory	1 420	1 491	1 499	1 505

Source: Territorial Relations Division, Northern Affairs Program.

Increase in Budgets for the Territorial Governments

(Main Estimates - in millions of dollars)

...	1977 - 78	1978 - 79	1979 - 80	1980 - 81
Northwest Territories	242.8	268.7	290.2	320.6
Yukon Territory	87.4	108.4	122.0	138.1

Source: Territorial Relations Division, Northern Affairs Program.

In 1979, the Northwest Territories council established a special committee on unity to determine ways of reaching agreement among residents on matters of territorial concern. In a report presented to the council in November 1980, the committee recommended that the Northwest Territories be divided into at least two new territories. This recommendation was approved in principle by the Northwest Territories legislative assembly, and in December 1980, the legislative assembly forwarded the recommendation to the Minister of Indian Affairs and Northern Development. Revisions to the Territorial Lands Regulations and the Territorial Quarrying Regulations were completed during 1980 - 81. The Territorial Lands Regulations were submitted to the Department of justice for legal review late in 1980, with promulgation of new regulations expected in 1981. The Territorial Quarrying Regulations also went to the Department of justice; promulgation is expected during the 1981 - 82 fiscal year.

As a result of 1980 - 81 negotiations, the Northwest Territories government will assume responsibility for mining safety in the summer of 1981. Discussions are currently under way for devolution of mining safety to the government of the Yukon Territory.

Social and Cultural Development

Objectives

To bring about, both directly and indirectly through the territorial governments, improvements in the social conditions for northern residents, with special emphasis on the needs of native northerners.

To assist the territorial governments in providing education, social development programs, health services, local government and other public services for all northern residents.

To help northern residents in preserving and developing their culture.

Application

In support of northern social and cultural development the department

- sponsors a grant program that helps support artists, musicians and authors;
- promotes Inuit art and fosters the publication of Inuit literature;
- provides financial support to communications projects;
- contributes financially to native language and cultural programs;
- administers and funds on-the-job training, vocational programs, and teacher training programs; and
- contributes to territorial health programs.

Highlights

The northern co-operatives program, which is supported by the department, had its most financially successful year to date with \$29 million in business, of which \$9.1 million was paid in wages to northerners. Assistance was given to La Fédération des Cooperatives du Nouveau Quebec in mounting an exhibition, Things Made by Inuit, to tour in arctic Quebec and to the Canadian Arctic Producers and the West Baffin Eskimo Co-operative to expand their markets in the Maritimes. A report on the program, An Operational Review and Evaluation of Three Years of a Five Year Program, was completed. Lastly, the Canadian Arctic Producers and the Canadian Co-operative Federation voted to accept in principle a proposal to operate together as a single management co-operative.

In support of cultural development, the department

- sponsored workshops for Inuit translators on Inuktitut terminology and continued the revision of an Inuktitut dictionary;
- published a special issue of Inuktitut, the department's Inuit language magazine, to celebrate its twentieth anniversary;
- expanded the photographic and printed documentation of the Inuit Art Section of the department's Research and Documentation Centre; and
- continued to support Inuit filmmaking activities and the Anik B communications projects of the Inuit Tapirisat of Canada and the Taqramiut Nipingat of Northern Quebec.

Funding of Major Inuit Communications Projects

...	Fiscal year		
Project	1978 - 79	1979 - 80	1980 - 81
Anik B Inukshuk Project	...	...	...
(Inuit Tapirisat of Canada)	\$577 357	\$575 598	\$577 535
Anik B Naalakuik Project II	...	...	...
(Taqramiut Nipingat Inc.)	\$48 500	\$50 000	\$170 000

Source: Social and Cultural Development Division, Northern Affairs Program.

During the year, \$5 million was advanced to northern native organizations for land claim research, development and co-ordination. This sum is repayable from the proceeds of land claim settlements. Assistance was also provided to these organizations for the development of training plans for native people assuming roles in the management and administration of land claims settlements.

The department was active in other training and employment activities during 1980 - 81, including

- job placement of natives with the Canadian Forces Base at Alert, Northwest Territories, and with the Canadian Coast Guard;
- special department-sponsored courses in aircraft mechanics, air pilot training and carpentry; and
- successful on-the-job training placements giving 50 northerners employment during the fiscal year.

Resource Management

Objective

To manage and promote development of the natural resources of the North.

Application

The department manages land, forest, water and wildlife resources north of the 60th parallel and administers the surface rights for northern crown lands totalling 3.8 million square kilometres.

Highlights

Water

The Yukon River Basin Study Agreement was signed in 1980, following the completion of a preplanning report on the area in 1979. The study, being carried out jointly by the governments of Canada, British Columbia and the Yukon Territory, is considering recent resource development initiatives in the Yukon River basin and their potential effects on the resource base of the area. The three-year, \$2 million study will, when completed, provide information on resource sectors at a level necessary for making resource management decisions.

Phase II of the Northern Shore Zone Management Study, which focussed on coastal zone management in Alaska and the North Slope Borough, was completed in March 1981. The Mackenzie River Basin Study was also completed early in the fiscal year and the final report is expected to be released during 1981 - 82.

The Flood Hazard Mapping Program continued its mapping activities in the Northwest Territories. Negotiations with the Department of the Environment and the Yukon territorial government to establish this type of mapping program in the Yukon continued.

Land

In March 1981 a departmentally initiated workshop was held at Mont Ste Marie, Quebec, to collect information and advice on how best to design a land use planning policy for the North. Participants included members of the Department of Indian Affairs and Northern Development, the Department of the Environment, both territorial governments, Ontario and Alberta provincial governments, academics and consultants, all with expertise in the planning field.

More than 430 applications for land use permits were received during the fiscal year. These applications were for such activities as road construction, mineral exploration, research projects, quarrying and land clearing. In each case, the potential environmental impact was studied and, after consultation with other federal government departments, the territorial government and communities that might be affected, operating conditions were prepared.

Land Use and Quarry Permit Applications 1980 - 81

...	Northwest Territories	Yukon
Land use applications	273	196
Quarry permit applications	67	47

Source: Land Management Division, Northern Affairs Program.

Subsequent to the 1976 ministerial announcements of intention to transfer recreational lands to the territorial governments, a moratorium on transfers was imposed in the Yukon as an act of good faith in support of land claim negotiations. This moratorium remained in effect until mid-1980, followed by a period of consultation with both the Yukon government and the Council for Yukon Indians concerning implementation of the transfer decision. Consultations culminated in a ministerial announcement on February 6, 1981, of an offer to transfer some 36 campgrounds and 900 cottage lots to the Yukon government. The mechanics of the transfer remained to be finalized at the end of March 1981.

In the Northwest Territories, 136 individual surveyed lots and a 264-hectare parcel in six communities were transferred to the government of the Northwest Territories. Submissions to the Governor in Council were prepared for six communities in the Northwest Territories for block land transfers. The government of the Northwest Territories requested that they be held in abeyance pending completion of consultation with the communities and the Inuit Tapirisat of Canada. Reports of these consultations will be assessed later in 1981.

Forest Fire Management

The Fire Review Panel, appointed by the minister in 1979, submitted its report to him in April 1980. The panel, established in response to strong representations expressed by the Hunters' and Trappers' Association of Fort Smith and other associations, reviewed existing fire management operations and made recommendations for more effective fire management in the North. As a result, a new policy was developed and additional resources allocated to a protection method involving a zone system of determining how forest fires in the North should be managed.

In accordance with the Fire Review Panel's recommendation, the Northwest Territories Fire Management Program Committee was established, composed of members from the territorial government, the federal government, the Dene Nation and the Métis Association of the Northwest Territories. Most communities have also established fire councils, and a large contract for fire-fighting services has been awarded to the community of Rae-Edzo.

The new policy is applicable to the Yukon as well as the Northwest Territories, but neither community fire councils nor a fire management program committee has yet been established in the Yukon.

Wildlife Management

A particular concern of the department, territorial governments and native people in the North during 1980 - 81 was the decline of the Kaminuriak and Beverly caribou herds. In December 1980, the minister met with his provincial and territorial counterparts as well as the deputy minister of the Department of the Environment to discuss common concerns about the critical status of the barren-ground caribou herds. There was unanimity that concerted and co-operative action between governments with the close involvement of native people was required to resolve the situation. Special "caribou protection measures" were applied for the third consecutive year to all land use operations within the range of the Beverly and Kaminuriak caribou herds.

As well, the department continued to provide financial and technical assistance to the Baffin Region Inuit Association's harvesting study. Harvest totals of different species of animals for each community in the Baffin region are recorded during designated time periods and in particular geographic areas.

Environmental Protection

Objective

To contribute to the protection and enhancement of the northern environment.

Application

In support of environmental protection, the department

- develops and administers environmental policies and regulations for northern crown lands;
- conducts and sponsors applied research in the environmental field; and
- holds public hearings on the impact of economic and resource development on the northern environment.

Highlights

In February 1981, the minister released a draft green paper that synthesized all available information on the Lancaster Sound region necessary for discussion of the region's future. Five background papers providing additional information on the region, in greater detail than was possible in the draft green paper, were also published, and a preliminary data atlas was prepared and circulated to experts on the North for review and comment. A final data atlas will be produced for public circulation in the fall of 1981. Public information on the progress of the study continued to be presented in a series of newsletters. All public information and documents have been published in English, French and Inuktitut.

A series of public workshops was scheduled for April and May 1981, to enable Lancaster Sound residents and other interested parties to review and comment on the draft green paper. Preparation of the final version of the green paper, which will begin after the workshops, is slated for completion in December 1981.

The department is also one of the funding agencies for the Baffin Island Oil Spill (BIOS) Project, and is represented on the project's Management Committee and the Biological Technical Committee. In addition, the department provides some equipment and public relations services.

In 1980, a 30-person camp was established at Cape Hatt, the site of the BIOS project, which is soon to be upgraded to accommodate 60 people. During the 1980 field season (June to August), baseline data were collected on the physical, chemical and biological characteristics of the area. In addition, spills of small amounts of oil were made at selected beach locations to examine the fate of oil in response to tidal and wave action. The parameters studied in 1980 will be re-examined in 1981 to evaluate environmental changes due to the oil discharge.

Other activities in the area of northern environmental protection included

- participating in the final technical hearing for the Norman Wells Oilfield Development Project held by the Federal Environmental Assessment Review Office, and providing input into the preparation of terms and conditions for regulatory permits to control the project;
- initiating two studies in anticipation of requests to mine uranium: in one study a hydrogeologic model of the active uranium level was being developed; in the other, the natural radionuclide levels in vegetation and soils were being evaluated in potential uranium mining areas of Keewatin;
- initiating and completing a study of the natural recovery rates of aquatic and wildlife habitats disturbed by placer mining in the Yukon: recovery of aquatic habitat was generally found to be more rapid than that of wildlife;
- undertaking experiments to identify species of grass to be used in revegetation of areas denuded by mine tailings; and
- co-sponsoring an international symposium on the effects of drilling muds.

In addition, the department identified study needs for the Beaufort Sea area in relation to proposed hydrocarbon production and transportation to southern markets. The Liard Highway Culvert Fish Passage Study was completed during the year, and a final report is now being prepared. The department also established guidelines for an initial environmental evaluation in preparation for the proposed reconstruction of the Canol Road, in the Yukon Territory. The Land Use Information Series (LUIS) continued operations in 1980 - 81 with the mapping of the Baffin Island-Lancaster Sound region. Maps are to be produced later in 1981. As well, the environmental review of the Liard Highway design continued.

Economic and Industrial Development

Objective

To stimulate economic development and employment opportunities for northern residents.

Application

The department

- is responsible for all resource development projects in the North;
- develops mineral policy and mining legislation, and collects mining royalties;
- develops, with Statistics Canada, data and analyses for northern economic planning activities;
- implements programs to provide equality of opportunity for northern residents; and
- funds native enterprises in the North.

Highlights

There is a high level of interaction between the department, other federal departments and the territorial governments in stimulating and enhancing economic and industrial activities in the North. The department's activities in this area may be grouped into five categories: mining, oil and gas, energy, transportation, and development planning.

Mining

Mineral production in the Yukon Territory during 1980 was valued at \$343 million (excluding coal, tungsten and natural gas), a 15 per cent increase over 1979. Production came from four mines: Cyprus Anvil, United Keno Hill, Whitehorse Copper and Tantalus Butte, which produced zinc, lead, silver, copper, gold, cadmium and coal. Gold production was valued a, about \$63 million, of which 76 per cent came from placer mining operations.

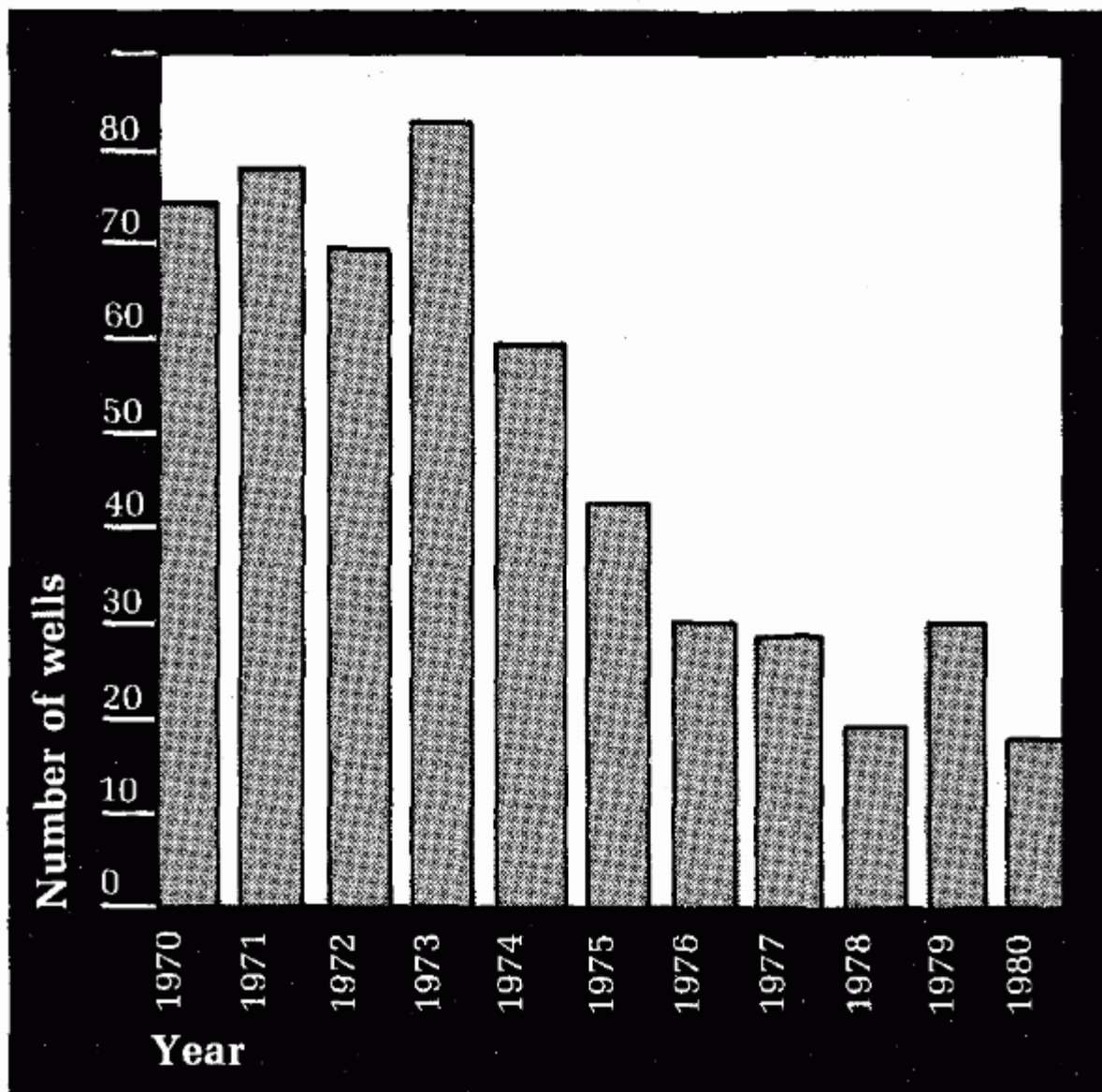
Mineral Production in the Territories 1980

...	Percentage of Total Canadian Production	
...	Yukon	Northwest Territories
Lead	24.4	20.1
Zinc	10.2	22.0
Silver	12.1	4.4
Gold	6.2	9.0
Copper	1.1	...
Tungsten	...	100.0
Other Metals	3.6	4.6

Source: Mining Division, Northern Affairs Program.

Metal mining production in the Northwest Territories during 1980 was valued at \$466 million, a 6.4 per cent increase over 1979. Metal production came from eight mining establishments that produced zinc, lead, tungsten, gold, silver, copper and cadmium. In addition, mine construction had created approximately 250 new jobs in the Northwest Territories, with an annual payroll of close to \$4.5 million.

Wells Drilled in the Northwest Territories and the Yukon



Source: Oil and Gas Lands Division, Northern Affairs Program.

Oil and Gas Gross Revenues:* The Territories

 [*From fees, forfeitures, royalties, rentals and sale of maps.]

Source: Oil and Gas Lands Division, Northern Affairs Program.

Oil and Gas

Overall there was a decrease in drilling activity in 1980, with only 19 wells completed, compared with over 30 wells drilled in 1979.

However, revenues from all oil and gas sources in the North increased by about \$2 million to a total of \$12 million for the year.

Bill C-48, the Canada Oil and Gas Act, was tabled before Parliament in December 1980, and will likely receive royal assent late in 1981. The act will affect aspects of the oil and gas land management regime in the North, including national ownership levels, royalty rates and the existing system of exploratory permits, leases and exploratory licenses. Production from the three existing fields in the North (Norman Wells, Kotaneelee and Pointed Mountain) will be exempted from most of the significant elements of the new act because of "pioneer production" status.

Energy

In January, a study task force was set up at the direction of the minister to make recommendations regarding the establishment of an energy strategy for the North. Chaired by the Department of Indian Affairs and Northern Development, the task force included officials from the Department of Energy, Mines and Resources, the governments of the Northwest Territories and the Yukon, and the Northern Canada Power Commission (NCPC). The task force met several times and expects to complete its report in September 1981.

In addition, the department assembled a "northern energy team" that liaises with other government departments, NCPC and the House of Commons NCPC Sub-committee. This team is the focal point for activities concerning the northern energy task force, including the preparation of papers and material for meetings, discussion papers and other analyses. Administration of the three-year Federal Power Support Program (FPSP), implemented by the department in 1978 to equalize the cost of electricity to domestic non-government consumers in northern communities, was transferred to the territorial governments at the end of March 1981.

Total Cost of the Federal Power Support Program

...	Fiscal year	
...	1979 - 80	1980 - 81
Northwest Territories	\$332 000	\$488 000
Yukon	\$320 000	\$381 000
Total	\$652 000	\$869 000

Source: Northern Economic Analysis Division, Northern Affairs Program.

An electrical subsidy for small businesses in the Yukon and the Northwest Territories was implemented by the department in March 1981, retroactive to April 1, 1980. Under this program the cost of 1 000 kilowatt hours per month consumption is equalized to the comparable cost in Whitehorse (for the Yukon) and Yellowknife (for the Northwest Territories). To qualify, the gross annual revenue of the business should be less than \$2 million. The subsidy program is approved for an 18-month period ending September 30, 1981, and is administered by the respective territorial governments under agreement with the department.

The Home Heating Subsidy Program was implemented in March 1981, retroactive to April 1, 1980, by the department. The objective of the program is to assist individual homeowners or tenants in reducing their home heating costs to the average cost paid by residents in Whitehorse (for the Yukon) and Yellowknife (for the Northwest Territories). The subsidy is available for the maximum annual consumption of 6 900 litres (1 500 gallons), beyond which the residents pay the full price. The program is administered by the territorial governments and is approved up to September 30, 1981. It replaces a similar program previously operated by the Yukon territorial government.

Other energy-related activities of the department in 1980 - 81 included

- initiation and completion of studies on the supply and demand of energy for the Yukon and the Northwest Territories; liaison was maintained with the territorial governments and the Department of Energy, Mines and Resources on demonstration projects used in the studies;
- participation in the preparation and final approval of the Northern Canada Power Commission submissions, including capital budget, operating budget, terms and conditions of capital loans, program forecast, main estimates, rate regulations and investigation expenditures;
- participation in preparation of background economic analysis for reference of Treasury Board and cabinet committee for construction of a 20-megawatt hydroelectric power project for Whitehorse, approved for construction by cabinet earlier in the fiscal year 1980 - 81; and
- review and analysis of hydroelectric planning studies in the Yukon: study sites included Granite Canyon, Teslin, and parts of the mid Yukon.

Transportation

In March 1981 the minister announced a \$5 million financial contribution to support the White Pass and Yukon transportation system, in the form of an interest-free loan to be repaid over 20 years, beginning in 1984. In 1980 - 81, \$2 million of this was paid, the remainder to be paid in 1981 - 82. This money will be used to make capital improvements so that the combined truck, rail and shipping transportation system can be maintained well into the future in order to meet the Yukon's long-term transportation needs. The loan was supplemented by a \$1 million, interest-free loan from the Yukon government. Assistance was also provided by the state of Alaska, the United States federal government and through increased tariffs paid by the Cyprus Anvil Corporation for the shipment of mineral concentrates.

The longest road construction project under way during 1980 - 81 was the Liard Highway, linking the Northwest Territories with British Columbia at Fort Nelson. The highway is scheduled for completion in 1983 - 84, but will be open for public travel in the fall of 1982. Ten contracts were awarded for work on the Liard Highway, totalling \$13 million. Hire North, an agency of the government of the Northwest Territories that employs primarily natives, accounted for almost one quarter of the Liard expenditures.

Phase II of the Northeast Mackenzie District Transportation Study was completed under contract by Canalog Logistics Limited and Canadian Pacific Consulting Services Limited. This phase consisted of economic and technical evaluation of infrastructure costs and operating requirements for a combination of road and rail options to permit access to the Conwoyto Lake district, Northwest Territories.

Other activities in the transportation field undertaken during 1980 - 81 included improvement of sections of the Dempster and Mackenzie highways and new river crossings and a ferry on the Peel River.

Development Planning

During 1980 - 81, the department established an interdepartmental committee to review royalty provision in the proposed Yukon Mineral Bill. Objectives and guidelines for the review were identified, and the actual review and formulation of new royalty proposals will begin early in the 1981 - 82 fiscal year.

In 1980 - 81, negotiations also began between the federal government and the territories for the introduction of a Canada-Northwest Territories subsidiary agreement on area and community economic development and a Yukon business development assistance program.

Other 1980 - 81 departmental activities in development planning included

- completion of a preliminary review and evaluation of the potential for the development of a Yukon barite supply and its related potential socio-economic impact;
- initiation of an evaluation of the Strathcona Sound Project (Nanisivik Mines) to determine the extent to which government objectives for that project have been met;

- completion of a mining cash flow model (CASHSIM) that calculates detailed physical production and revenue for up to five different metals;
- completion of a cost-effectiveness analysis of alternative resupply methods for the community of Old Crow, Yukon;
- completion of an analysis of alternative methods of shipping barite to markets;
- undertaking of a survey of the technical and economic aspects of a proposed slurry pipeline linking coal deposits in the Bonnet Plume basin to a deep water port on the Alaska Panhandle; and
- completion of a road user charges/cost recovery study.

Northern Research

Objective

To initiate and co-ordinate social and environmental research in the Northwest Territories and the Yukon.

Application

In the area of northern research, the department

- sponsors and reviews research on linguistics, nutrition, alcoholism, social development, demography, native history and land use;
- advises interested public and private groups on scientific aspects of circumpolar matters;
- administers a university grant program;
- maintains northern scientific research centres; and
- provides research material and documentation to the public.

Highlights

During 1980 - 81, the department

- completed a joint five-year project on the Dene language with the government of the Northwest Territories;
- completed a socio-economic impact study on offshore oil development in Alaska and the USSR;
- initiated a study on the Baffin Correctional Centre in Frobisher Bay;
- continued its participation in the planning of a bibliography of northern Canada undertaken by the Association of Canadian Universities for Northern Studies; and
- continued to play a role in northern demographic studies, particularly through financial support to the Committee on Northern Population Research.

Native Claims

During the period of colonial rule, successive British governments adopted a policy that assumed that native people had an interest in the land and that this interest had to be taken into account before non-native settlement could take place. The best-known expression of this policy is the Royal Proclamation of 1763. This policy, which resulted in a series of formal agreements and treaties dating from the 1780s, was also adopted by Canada after Confederation: the Indian interest in a large area of Canada was relinquished to the crown in return for certain benefits including land (reserves), cash annuities, schools, and hunting, trapping and fishing privileges within the area ceded.

By the 1920s, most of the likely areas of settlement or development by non-natives had been covered by treaties with the exception of the greater part of British Columbia, where the province consistently denied the existence of an aboriginal interest. Other regions not dealt with by treaty, the Royal Proclamation, or colonial acts included the Yukon, most of the Northwest Territories and northern Quebec and Labrador. While little attention was given to completing formal arrangements in these regions, Indians in British Columbia and elsewhere continued over the years to press for settlement through claims submissions, court action and political lobbying.

During 1968 - 69, the federal government undertook a general review of Indian policy. Partly as a result of that review, the government appointed an Indian claims commissioner in 1969 to research and classify Indian grievances and to recommend more formal and consistent ways of dealing with them. At the same time, various Indian associations initiated a series of federally funded research studies to help them determine and establish their treaty and other rights, including "aboriginal rights." Because the terms of reference of the Indian claims commissioner did not allow him to look into claims and grievances based on aboriginal rights, the native associations mounted pressure on the government to have the terms of reference broadened and, in 1971, the government agreed to allow the commissioner to consider any claim matters native people wished to bring before him.

In early 1973 the issue of native claims, particularly in relation to the aboriginal title question, was brought sharply into focus by the decision of the Supreme Court of Canada in the Calder case (the Nishga land claim). Although rejecting the claim on a technicality, the court split three-three on the substantive issue of whether or not Indian (aboriginal or native) title continued to exist or had been extinguished. A policy review by the government at that time led to a policy statement on native claims, which was announced by the Minister of Indian Affairs and Northern Development in the House of Commons on August 8, 1973.

Overview 1980 - 81

During the course of the 1970s, we changed our minds on aboriginal rights. With the help of your educational efforts and some judicial examination of the issue, the government accepted the concept of land rights accruing without treaties to the original inhabitants of this country. We began negotiating land claims arising from those rights, acquired through the traditional use and occupancy of the land.

Prime Minister Trudeau at the First Nations Constitutional Conference, April 28, 1980

As testimony to the federal government's broad acceptance of native land rights, and to reaffirm its commitment to the August 8, 1973, policy on native claims, the prime minister made this statement in his first public speech following the February 1980 federal election.

Negotiations

Shortly after his appointment as Minister of Indian Affairs and Northern Development in March 1980, the Honourable John C. Munro embarked on a series of consultations with Indian and Inuit organizations across Canada. This resulted in a number of early initiatives in the area of comprehensive claims, culminating in the appointment of four chief government negotiators from outside the public service to head up federal negotiating teams that are managed by the Office of Native Claims. These appointments have had a positive effect on furthering negotiations with the native claimant groups concerned.

In the Yukon, the government and native negotiators reached agreement on several issues including an interim program called the Yukon Elders Program, designed to benefit many elders who might not share in the final settlement.

In the central and eastern Arctic, negotiation meetings between the federal-territorial team of officials and the Inuit Tapirisat of Canada dealt with such major areas of interest as lands, resource development, and wildlife harvesting.

Negotiator	Claimant	Area of Claim	Date of appointment
Dennis O'Connor	Council for Yukon Indians	Yukon	May 1980
Senator David Steuart	Committee for Original Peoples' Entitlement	Western Arctic	June 1980
Robert Mitchell	Inuit Tapirisat of Canada	Central and Eastern Arctic, Northwest Territories only	August 1980
Robert Young	Nishga Tribal Council	Nass River Valley of Northwestern British Columbia	August 1980

Robert Young's initial task as federal negotiator for the Nishga claim was to hold discussions with provincial and federal officials and the Nishga Tribal Council on the ways to establish meaningful tripartite negotiations. This was accomplished and the government anticipates the appointment of a full-time chief negotiator in June of 1981.

Policy Review

Further to the above developments the minister, toward the end of the fiscal year, initiated a review of the principles, mechanisms and implementation of the 1973 policy with his cabinet colleagues. A further statement of policy will be issued as soon as this comprehensive review is completed.

With regard to specific claims, the minister's consultations with Indian bands and associations revealed strong dissatisfaction and disappointment with this aspect of the 1973 policy. Specifically, they felt the policy had proven ineffective in terms of dealing with their grievances and had, as a consequence, jeopardized their faith in government's ability to deal justly with the Indian people.

Recognizing the seriousness of these criticisms the minister stated, at a meeting in August 1980 with the Blood band and attended by other Indian representatives, that he would consult with his cabinet colleagues on the possibility of dealing with specific claims in another way. He also undertook to obtain the views of Indian people on the nature of the issue and their proposals for resolving it. This commitment resulted in a series of discussions between the executive director of the Office of Native Claims and Indian organizations across the country, and a review and analysis of various proposals and reports on the issue. A cabinet review will follow during 1981 - 82.

Financial Summary

The federal government has been funding native claimant groups and associations through contributions and loans since 1970 to enable them to research, develop and negotiate their claims. These funds are currently made available through the Native Claims Program.

Claims funding policy is determined by the Claims Funding Committee, whose membership includes representatives of the Corporate Policy Group, Northern Affairs Program, Indian and Inuit Affairs Program, Finance and Professional Services, Office of Native Claims (ex officio), and other central government agencies as required.

Grants	1979 - 80	1980 - 81	Per cent increase or (decrease)
Settlements to Indians and Inuit re: James Bay and Northern Quebec Agreement	1 380	1 380	...
Total grants	1 380	1 380	...
Contributions	1979 - 80	1980 - 81	Per cent increase or (decrease)
Establishment of claim: to native claimants for preparation and submission of claims	2 207	2 217	0.4
Claims research: to Métis and non-status Indians for claims research	1 489	...	(100.0)
Settlements: to Indians and Inuit in respect of the northeastern Quebec agreement	...	1 000	100.0
Total contributions	3 696	3 217	(13.0)
Total grants and contributions	5 076	4 597	(9.4)

The Claims Funding Committee directs and coordinates federal efforts to establish a basis for, and levels of, funding to native claimant groups, in order to achieve the objectives of the Native Claims Program. The Office of Native Claims, an ex officio member of the Claims Funding Committee, is called upon from time to time to advise on the status and progress of claims research and negotiation.

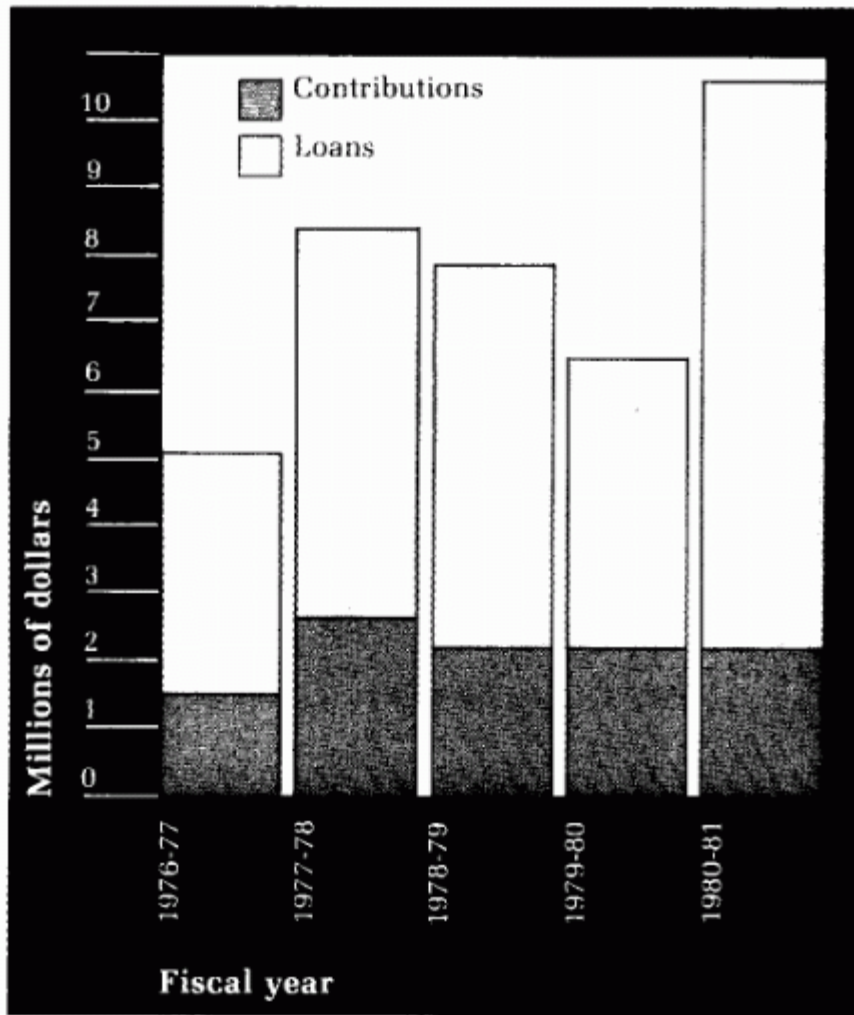
Expenditures for the 1980 - 81 fiscal year are summarized (in thousands of dollars) by activity. Similarly, grants and contributions for native claims are presented and compared with those for the 1979 - 80 fiscal year. Total grant and contribution expenditures increased by nearly 10 per cent from 1979 - 80.

Expenditure by activity	...
Establishment of claims	2 217
Settlements	2 380
Total	4 597

Since 1976 - 77, the department has provided approximately \$38.5 million to native claimant groups, \$28.8 million in the form of loans against the settlement of the claim, and \$10.7 million in non-repayable contributions.

Contributions and Loans to Native Claimants

Contributions and Loans to Native Claimants



Source: Research Branch, Corporate Policy.

Source: Research Branch, Corporate Policy.

Organization

There are two areas of operation within the department concerned with native claims: the Office of Native Claims and the Native Claims Program.

Native Claims Program

The role of the Native Claims Program is to provide to native claimants financial support for preparing and submitting claims and for researching, developing and negotiating accepted claims. It is also responsible for compensation to native claimants as required under agreements in-principle and final claim settlements. The program was established in 1979 - 80 to group the grants and contributions previously made under different departmental programs. This program reports to the Senior Assistant Deputy Minister, Finance and Management, and is jointly administered by the Research Branch (Corporate Policy) and the Social and Cultural Development Division (Northern Affairs Program).

The Office of Native Claims

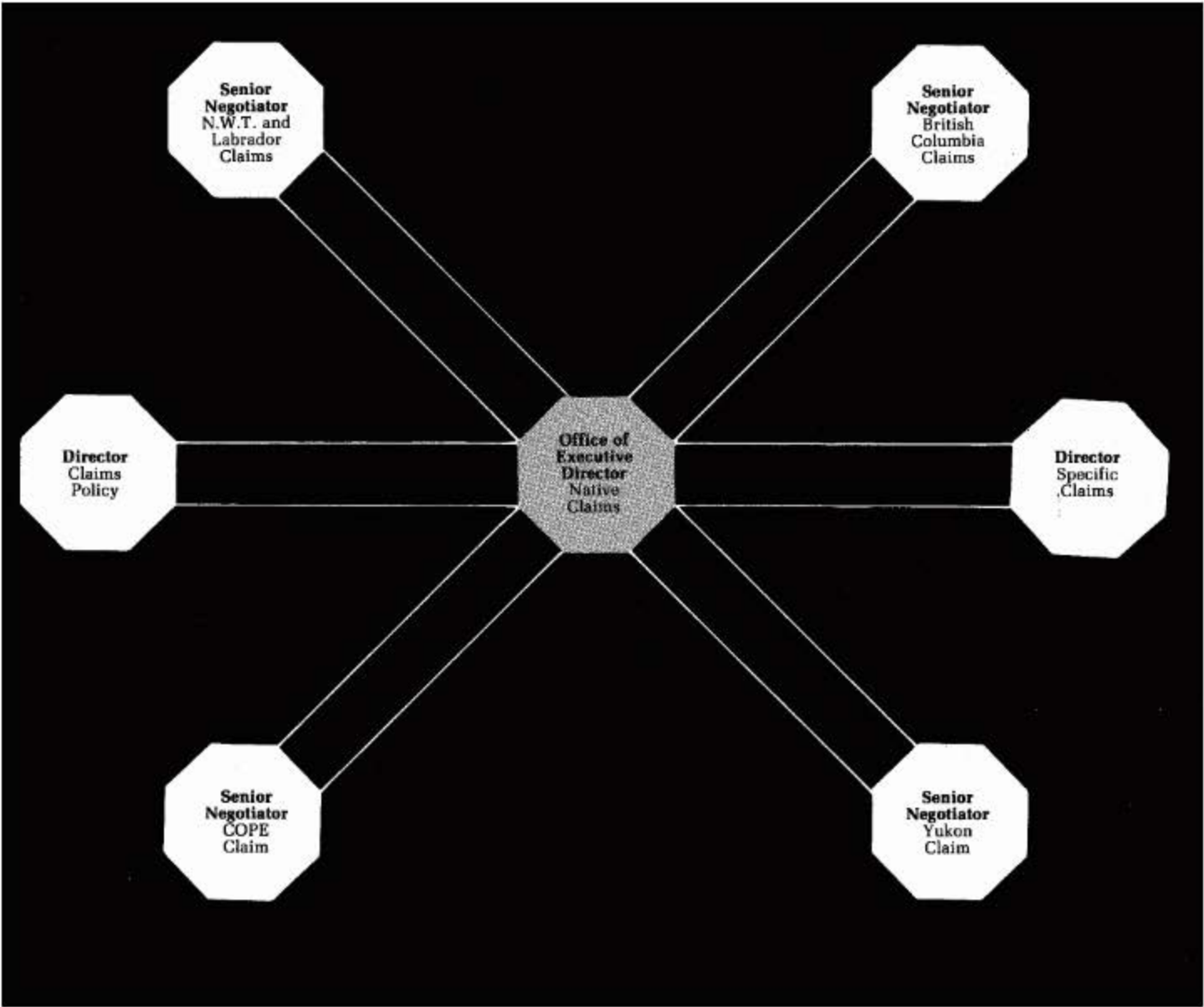
The Office of Native Claims was established within the department in 1974 to deal with the increasing number of native claims being presented to the federal government. It reviews claims that have been presented to the government

to identify and analyze legal, historical and factual elements relating to the claims. It coordinates the government's response to claims that have been submitted and advises the minister on the further development of claims policy. In addition, the office represents the minister and the federal government as the focal point for claim negotiations with active groups across the country. It does this either directly, or in support of negotiators, who may be appointed from outside the public service. With regard to the latter, the office is responsible for the effective management of the federal negotiating team.

In carrying out its responsibilities in these areas, the Office of Native Claims works closely with other sections of the department and with other departments, agencies and levels of government that may be involved.

Allocated person-years totalled 38. Budget allocations for the year were approximately \$1.5 million.

Office of Native Claims Summary



Comprehensive Native Claims in Canada



Legend:

The areas indicated on this map represent only approximate boundaries of the areas in which the various native associations have claimed an interest. The precise delineation of these areas for each claimant group will be determined as negotiations proceed on the separate claims settlements. All comprehensive native claims are not indicated on the map.

1	Yukon Claim: Council for Yukon Indians
	Proposed national wilderness park, northern Yukon.
2	Western Arctic: Committee for Original Peoples' Entitlement (COPE) land areas selected pursuant to the COPE agreement-in-principle.
3	Mackenzie Valley: Dene and Métis claim.
4	Central and Eastern Arctic: Inuit Tapirisat of Canada.
5	Labrador: Labrador Inuit Association.
6	St. Lawrence North Shore: Conseil Attikamek-Montagnais.

7	Nass River Valley: Nishga Tribal Council.
8	British Columbia West Coast: Association of United Tahltans.

Activities and Developments

Comprehensive Claims

The 1973 policy statement on native claims indicated the government's willingness to negotiate settlements with the Inuit and the Indian people who had not entered into treaty relationships with the crown. The purpose of these negotiations would be to deal with their long-standing grievances relating to the loss of their traditional use and occupancy of lands in those parts of Canada where any native rights based on traditional use and occupancy had not been extinguished by treaty nor superseded by law. Although this use and occupancy (variously described as "aboriginal interest," "native interest," "native title") had never been definitively recognized or expressed in Canadian law, the 1973 policy statement recognized that non-native occupancy of land had not taken the aboriginal interest into account, had not provided compensation for its gradual erosion, and had generally excluded native people from benefiting from development that might have taken place as a result of non-native settlement. Claims made on this basis are termed comprehensive claims. (The Federal Court, in handing down its decision on the Baker Lake case in November 1979, found, among other things, that the Inuit of the Baker Lake district have the aboriginal right to hunt and fish as their ancestors did. The court further declared that, while aboriginal title exists in common law, it is not a proprietary right.)

Yukon

Following submission of a revised claim proposal on January 20, 1979, the Council for Yukon Indians and the federal and territorial governments began negotiations in April 1979.

On May 23, 1980, Dennis O'Connor was named chief federal negotiator for the Yukon claim. Negotiations were held from June 1980 to March 1981, and progress was made on key aspects of the claim, including

- eligibility of enrollment for claim beneficiaries;
- Indian harvesting, trapping and fishing rights;
- the management of wildlife resources;
- land use planning and environmental assessment;
- improvement of municipal utilities and services for beneficiaries in established Yukon communities; and
- Indian housing.

In January, 1981, the government announced that agreement had been reached on an interim Elders Program to provide benefits to Yukon elders whose participation in the settlement may be diminished because of their advanced years. An agreement-in-principle is anticipated in 1981.

Western Arctic

In July 1978, a joint position paper, prepared by the federal negotiating team and the Committee for Original Peoples' Entitlement (COPE), outlining all facets of this claim to the lands and waters of the western Arctic and both parties' position on various elements of the claim, was made public. In October 1978, an agreement-in-principle was signed, providing a framework for the final agreement.

In 1979 - 80, negotiations were interrupted during the government's review of claims policy and during the federal election. In June 1980, Senator David Steuart was appointed chief federal negotiator. In December 1980, negotiations were temporarily halted.

Mackenzie Valley

In 1978, the government suspended funding for Dene and Métis claims in the Mackenzie Valley because of the failure of the Dene Nation and Métis Association of the Northwest Territories to agree on a mechanism for conducting joint negotiations.

In April 1980, the government agreed to resume funding to the Dene, part of these funds being allocated to the Métis to assist them in preparing for their participation in Dene negotiations with the federal government. In late 1980, the Dene indicated they would be ready to begin negotiations in 1981.

Central and Eastern Arctic

In 1976, the Inuit Tapirisat of Canada presented a claim proposal entitled "Nunavut," on behalf of the Inuit of the Northwest Territories. The proposal was withdrawn later that year. In December 1977, the Inuit Tapirisat presented a revised claim to the federal government on behalf of the Inuit of the central and eastern Arctic, in the form of a proposed agreement-in-principle. Some negotiations were held during 1978 - 79 on the underlying principles of this agreement.

Robert Mitchell was named to head the team of federal and territorial negotiators in August 1980. Negotiating sessions were held in November 1980, and again in January and March 1981, to discuss such matters as land selection criteria, interim measures to control resource development, the establishment of parks and sanctuaries, and wildlife harvesting rights. Negotiations will continue in the spring of 1981.

Labrador

In July 1978, the federal government formally accepted the Labrador Inuit Association's claim to "certain rights in the land and sea-ice in Northern Labrador" and the Naskapi Montagnais Innu Association's claim to land in central Labrador and Quebec. At the same time the federal government requested the presence of the Newfoundland government during negotiations.

In October 1980, the government of Newfoundland announced that it would enter into tripartite negotiations to settle native claims that have been accepted by the federal government. It is anticipated that negotiations will begin following discussions between the two governments and further preparation by the native associations.

St. Lawrence North Shore

In October 1979, the government accepted the Conseil Attikamek-Montagnais's claim to lands on the North Shore of the St. Lawrence River.

In April 1980, the government provided the Conseil Attikamek-Montagnais with funds to develop its negotiating position and in September the government of Quebec accepted the claim and the principle of tripartite negotiations. Informal discussions between the two governments and the Conseil Attikamek-Montagnais have taken place and it is hoped more formal negotiations will begin in 1981 - 82.

Nass River Valley

In March 1980, a negotiating meeting was held between the Nishga Tribal Council, the federal government and the government of British Columbia regarding the Nishgas' claim to the lands and resources in the Nass River valley. At that time, the Nishgas presented a detailed position paper regarding their fisheries proposal. A position paper on forestry had been rejected by the province earlier in the fiscal year.

In August 1980, Robert Young was appointed to conduct negotiations on behalf of the federal government. His first priority was to seek agreement with the Nishga Tribal Council and with the province on the basis for effective tripartite negotiations. These discussions are continuing.

British Columbia West Coast

The Association of United Tahltans, representing status and non-status Indians in northwestern British Columbia, submitted its claim to coastland around Prince Rupert in March 1979.

In March 1980, the federal government accepted the claim proposal by the Association of United Tahltans. The government of British Columbia has not yet indicated its willingness to do so.

Specific Claims

The 1973 policy statement on native claims also recognized that Indian people might have grievances about the government's past administration of Indian lands and other assets under the various acts affecting Indians and reserve lands, and about the government's fulfillment or interpretation of the Indian treaties. By expressing the government's intention to review such grievances and to provide redress where an outstanding lawful obligation was found to exist, the statement reaffirmed a long-standing government policy that all such lawful obligations to Indian people must be met. Claims made by Indian people on the basis of such grievances are termed specific claims.

British Columbia "Cutoffs" Claim

The British Columbia "cutoffs" claim involves the taking in 1920 of about 5 500 hectares from 34 reserves belonging to 22 of the province's bands. In 1974, the 22 bands established a committee to negotiate a settlement for these lands. After five years of negotiations with the federal and provincial governments, eight of the bands (later eleven) filed suit in the Federal Court of Canada alleging breach of trust and that the 1920 legislation authorizing the cutoffs was ultra vires.

Despite the court action, all three parties continued to meet to determine requirements for a resumption of serious negotiations. During 1980 - 81, the federal negotiator met with representatives of the 22 bands in an attempt to find common ground for recommencing negotiations.

Prairies

Treaty Land Entitlements

Under provisions of treaties signed from 1871 to 1908 between the federal government and Indian people in what is now Manitoba, Saskatchewan and Alberta, reserve lands were to be set aside for the Indian bands that were signatories. Some bands did not receive their full land entitlement. In 1977, Saskatchewan, the federal government and the Federation of Saskatchewan Indians agreed on a process for resolving the issues related to treaty land entitlements. Since that time approximately 20 claims have been validated, and land selection of more than 400 000 hectares (about one per cent of Saskatchewan's land area) has been undertaken by bands. A further 12 claims were under review at year end.

In January 1981, the first agreement between Canada and the province of Saskatchewan was signed. This agreement provided land to the Stoney Rapid band to fulfill its outstanding treaty entitlement.

In Manitoba, 25 entitlement claims were under review with 20 nearing completion. In Alberta, nine claims were under review by the end of March 1981.

Ontario

Assabaska Claim

The Big Grassy and Sabaskong bands, succession bands to the Ojibways of Assabaska and descendants of signatories of the 1873 Treaty Number Three, have claimed lands on Lake-of-the-Woods as fulfillment of the original terms of that treaty.

In 1980, the Ontario government agreed to negotiate a settlement of the claim with the federal government and the bands. Preliminary discussions were completed during 1980 - 81. Substantive negotiations were deferred to 1981 - 82.

Temagami Claim

In November 1980, the province, the federal government and the Temagami band agreed to begin negotiations to settle the band's claim for 10 360 square kilometres of land in the vicinity of Lake Temagami. Certain procedural questions pertaining to the opening of negotiations remained unresolved at the end of the fiscal year.

Maritimes

Wagmatcook Claim

During 1980 - 81, negotiations concluded for the settlement of the claim of the Wagmatcook band in Nova Scotia. Ratification of the terms of settlement by the federal government is expected by the end of 1981.

Department Services

Department Services provides policy direction and central advisory and administrative services to the Indian and Inuit Affairs Program, the Northern Affairs Program and the Office of Native Claims. It comprises Finance and Professional Services, Personnel and the Corporate Policy Group.

Finance and Professional Services is responsible for the quality, efficiency and effectiveness of financial management systems and processes, management of physical assets, and administration of all departmental programs and operations. It is headed by the Senior Assistant Deputy Minister, Finance and Management.

Personnel's services include employee classification; staffing and human resources planning; staff training and development; staff relations; native employment; equal opportunities for women and the handicapped; official languages; and employee assistance programs. The director general of Personnel represents the deputy minister with regard to personnel administration matters before Treasury Board, the Public Service Commission, the Public Service Staff Relations Board, and other federal departments and agencies.

Corporate Policy develops and co-ordinates departmental policy. In 1978, Corporate Policy responsibilities were expanded to include the Parliamentary Relations Division, the Departmental Communications Branch, and the Departmental Secretariat. In January 1980, the functions of program evaluation, intergovernmental relations, and research, which had been located within the Policy, Research and Evaluation Group in the Indian and Inuit Affairs Program, were also transferred to Corporate Policy. The department science advisor, who represents the department on major interdepartmental scientific committees and advises the department on scientific and related matters, also reports to the assistant deputy minister of Corporate Policy.

Overview 1980 - 81

During 1980 - 81, departmental service activities concentrated on the development of a more integrated approach to planning throughout the department and on the development and implementation of a department-wide audit and evaluation capacity.

Policy Planning

To improve planning, the department developed an over-all planning policy that will require all branches to submit five-year operational plans, beginning in the 1981 - 82 fiscal year. A necessary prior step in this regard was the consolidation and refinement of broad departmental policy objectives, designed to assist management at all levels in preparing and submitting operational plans that would actively and effectively pursue departmental policy.

Auditing and Evaluation

To improve internal auditing, the department established the Departmental Audit Branch. With the exception of Indian band audits, this branch is now responsible for all departmental audit operations and for the development and implementation of a departmental audit policy and program. The branch also acts as the principal liaison between the department and the auditor general and comptroller general, as well as handling all auditing matters raised by other central agencies.

To continue its efforts in meeting the standards recommended by the comptroller general, the auditor general and Treasury Board, the department began to design a Management Improvement Project in October 1980 for implementation beginning in 1981 - 82.

A number of other new systems were put in place during 1980 - 81 to ensure that public accountability, economy, efficiency and effectiveness were adequate. In addition, the Indian Band Trust Accounting System and the Capital Project Management System were reviewed and changes made to correct identified inadequacies in their performance and reliability. In Personnel, 1980 - 81 was the first full year of operation for the Person Year Control System and the Personnel Management Planning Process, both designed to better utilize human resources and improve human resource management. As well, the departmental contracting function was centralized at headquarters in the Technical Services and Contracts Branch.

Communications

In 1980 - 81, a long-term communications strategy was developed to increase greater awareness of the department's programs and activities. The strategy is directed to the department's diverse client groups, the media and general public and will be implemented in 1981 - 82.

Research

The department completed its major review of all departmental research activity and the findings of this review were published in September 1980.

Financial Summary

Budgetary expenditure and revenue and expenditure by activity (in thousands of dollars) for departmental services are summarized for Finance and Professional Services, Personnel and Corporate Policy.

Finance and Professional Services

Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure	15 903	17 882	12.4
Contribution to employee benefit plans	2 024	2 520	...
Revenue	16 284*	17 111**	5.0

Expenditure by activity	Operating expenditure
Executive	197
Advisory services	13 837
Engineering, architectural and technical services	3 848
Contribution to employee benefit plans	2 520
Total	20 402

Personnel

Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure	2 619	4 687	79.0
Revenue	3*	25	733.0

Expenditure by activity	Operating expenditure
Advisory services	4 687
Total	4 687

Corporate Policy

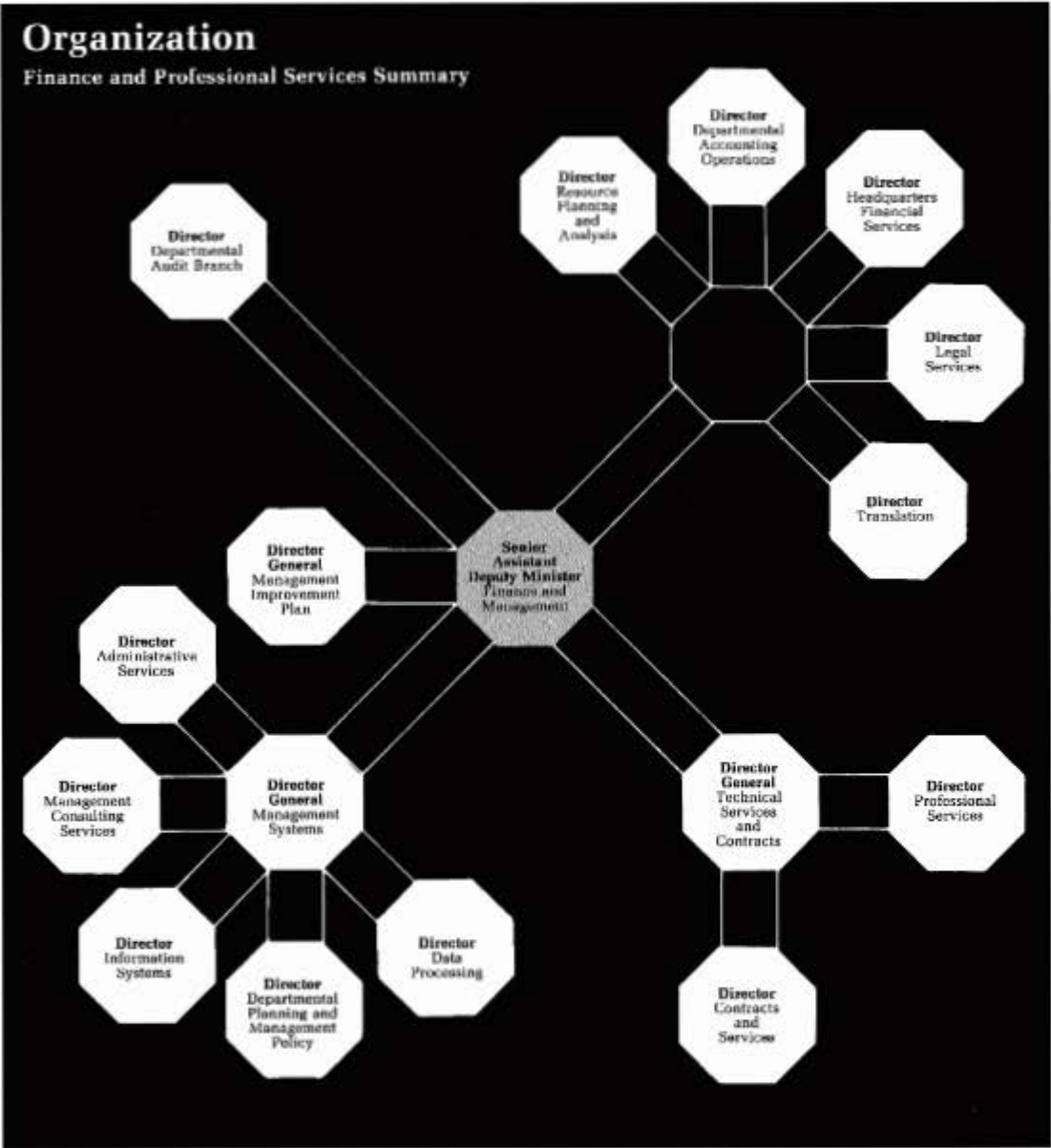
Budgetary expenditure and revenue	1979 - 80	1980 - 81	Per cent increase or (decrease)
Operating expenditure	3 321	3 930	18.0
Minister of Indian Affairs and Northern Development-salary and motor car allowance	24	25	4.0
Revenue	74*	240	224.0

Expenditure by activity	Operating expenditure
Executive	2 344
Advisory services	14
Claims negotiations	1 597
Total	3 955

[*This breakdown of revenue for 1979 - 80 is not available by branch. The figure is based on a pro-ration of the 1980 - 81 figure.] [**Includes revenue received from the Northern Canada Power Commission in the amounts of \$16 278 for 1979 - 80 and \$17 054 for 1980 - 81.]

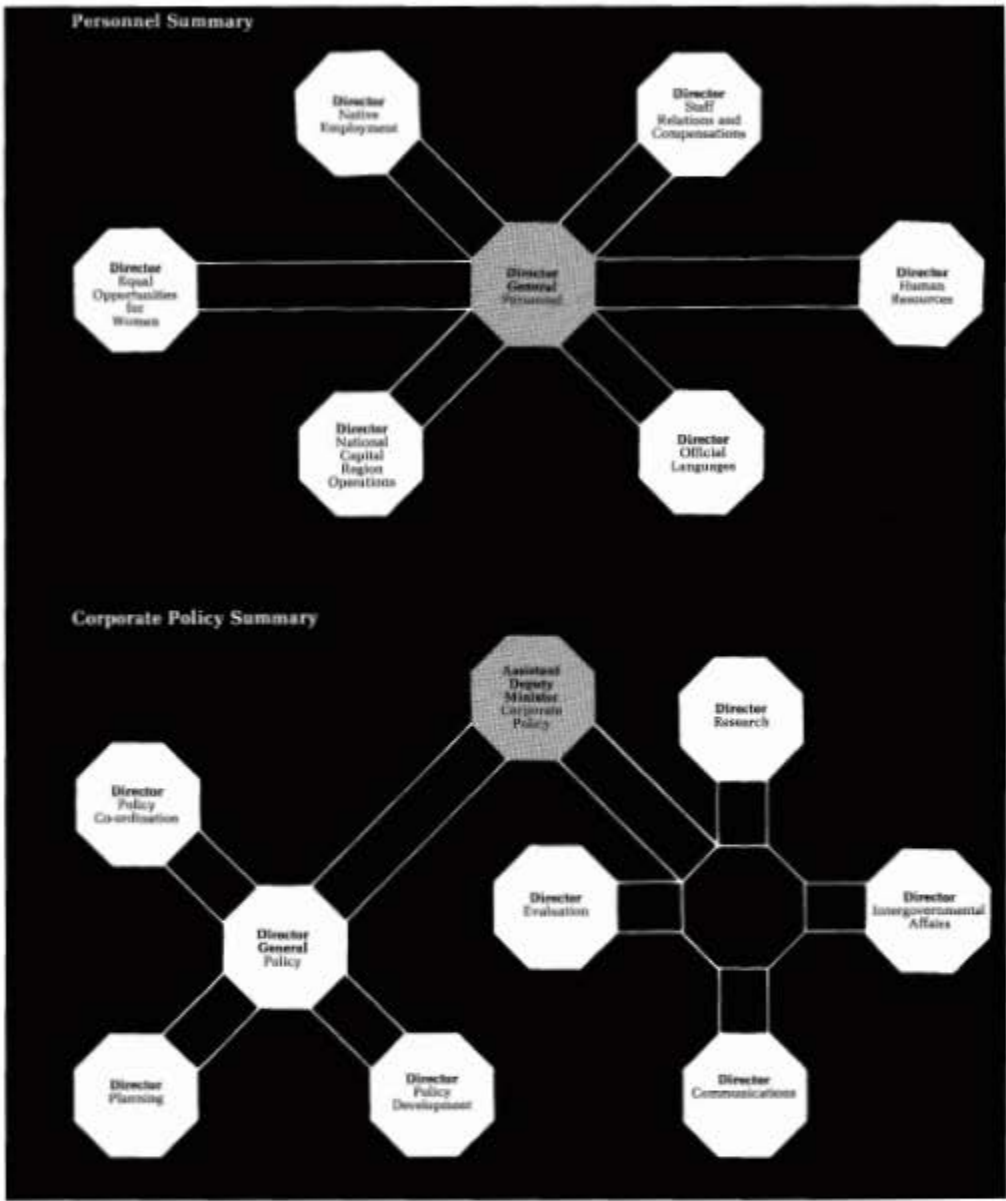
Organization

Finance and Professional Services Summary



Personnel Summary

Corporate Policy Summary



Activities and Developments Management

Finance and Professional Services

Objectives

To improve the management of the department's financial resources.

To assist departmental managers in developing the tools and methodologies needed to manage and operate more efficiently and effectively in order to meet government objectives.

Application

To support financial management and professional services, the depart provides

- comprehensive financial and legal services to the department as a whole;
- a centralized contract administration service to all headquarters programs;
- basic departmental training programs in technical, financial and other areas to support devolution objectives;
- resource planning and analysis services to managers department-wide; and
- support services for the technical, planning, design procurement and maintenance of real property and other capital assets.

Audit Projects: 1980 - 81

State of completion	Audits	Directed or requested audits	Concurrent audits	Follow-up audits
Indian and Inuit Affairs	...	...	...	...
In Progress	2	1	...	...
Completed	3	4	1	...
Northern Affairs	...	...	...	...
In Progress	4	...	...	...
Completed	3	6	...	...
Departmental Services	...	...	...	...
In progress	1	...	...	1
Completed	1	1	1	...
Department-wide	...	...	...	...
In progress	...	...	...	1
Completed	1	...	...	...

Highlights

Management

The initial stage of the five-year Management Improvement Project, which began in 1980 - 81, will identify what departmental services are provided to clients and how the transfer of services from department to client is being accomplished. This is essentially the fact-finding and information-gathering phase of the project. It will improve the department's ability to meet responsibilities for Indian lands and monies in the area of trust accounting and land management systems. As well, this stage will produce a directory of all departmental services available to client groups on a national, regional and district level.

Auditing

The Departmental Audit Branch began operations on the first day of fiscal year 1980 - 81, in accordance with its new mandate. The branch reports administratively to the Senior Assistant Deputy Minister, Finance and Management, and functionally to the Departmental Audit and Evaluation Committee, which is chaired by the deputy minister.

Operational Support

The department is functionally responsible for the implementation of a large capital assets program and the technical operation and maintenance of those capital assets that have not been turned over to band management nor are involved in the housing program of the Indian and Inuit Affairs Program.

Capital Program (in millions of dollars)

...	Fiscal year		
...	1978 - 79	1979 - 80	1980 - 81
Indian and Inuit Affairs	130.3	137.7	154.0
Northern Affairs	23.3	20.5	21.3
Total	153.6	158.2	182.6

During the year, development and implementation of a project accounting system was completed. This computer-based system will provide a variety of information on the progress of financial and physical aspects of the projects to assist project managers in managing capital projects, and will allow for better financial control of capital projects in accordance with Chapter 148 of the Treasury Board Administrative Policy Manual.

In addition, the Technical Services and Contracts Branch managed the implementation of the Northern Roads Program, involving capital expenditures of \$19 million. Contract administration and headquarters service activities covering approximately 6 000 contracts with an annual value of \$800 million were centralized under this branch.

Personnel

Objectives

To advise the deputy minister with regard to the management of the department's personnel resources.

To formulate the personnel administration program in the department.

To develop policies and programs designed to enhance the department's performance in personnel administration and human resources utilization.

To provide support, advice and functional guidance to senior managers and regional personnel officer in relation to the implementation of personnel administration policies, programs and procedures.

To maintain and evaluate personnel administration activities within the department.

To ensure the quality, effectiveness and statutory compliance of the personnel administration services provided to managers throughout the department.

Application

To support personnel administration policies and programs, the department provides

- corporate personnel policies and monitoring of their application across the department;
- ongoing administration of government and departmental personnel programs and systems in the areas of classification, staff relations, employee appraisals, pay and benefits, counselling, staffing, official languages, equal opportunities, training, career development, native employment, health and safety;
- administration of the Indian and Inuit Recruitment and Development Program;
- funding of the Northern Careers Program (administered by the Public Service Commission on behalf of the department);
- an employee assistance program; o an employee appraisal training program; and
- annual departmental management reports to Treasury Board and the Public Service Commission on official languages and participation of under represented groups (native people, women, Francophones and the handicapped).

Highlights

Human Resource Management

In 1980 - 81, the department progressed from 35 per cent to 83 per cent of its stated objective of appraising all departmental employees annually. Of equal importance was that the quality of the appraisal documents was better than in previous years. Both these improvements are largely attributable to the training and instruction in the employee appraisal process that was given to approximately half the department's managers in 1980 - 81.

The fiscal year 1980 - 81 was the first year of operation of the Person Year Control system (PERC). Crucial to this was the existence and adequacy of the Departmental Personnel Information system (DPIS). Integration of DPIS with the Budgetary Control System (BCS) resulted in PERC. In addition, the adequacy of DPIS was improved to an overall data accuracy rate of 97 per cent.

In response to a Treasury Board initiative, the department began the implementation of a new position classification system. This is intended to convert existing senior executive officers and other senior management positions into a single new entity to be known as the Management Category. By fiscal year end, all senior executive positions had been converted.

In 1980 - 81, a Personnel Management Planning Process was instituted as a component of the operational planning process. Management is required to assess the human resource implications of their operational goals in order that necessary personnel activities may be planned for and executed. Whereas previously management had been approached for manpower information at various times of the year, information requirements are now defined in advance and gathered annually. This process has minimized management time spent on the ad hoc reporting of planning information.

During 1980 - 81, the Departmental Management Committee (the senior decision-making body in the department) gave the go-ahead for the initial phase of the Career Management System. By the end of March 1981, this consisted of a Career Information Centre, accessible to all employees and providing information to assist employees in making career decisions. For example, it will contain all available information on jobs in the department; vacancies; career-counselling services; and self-assessment tools.

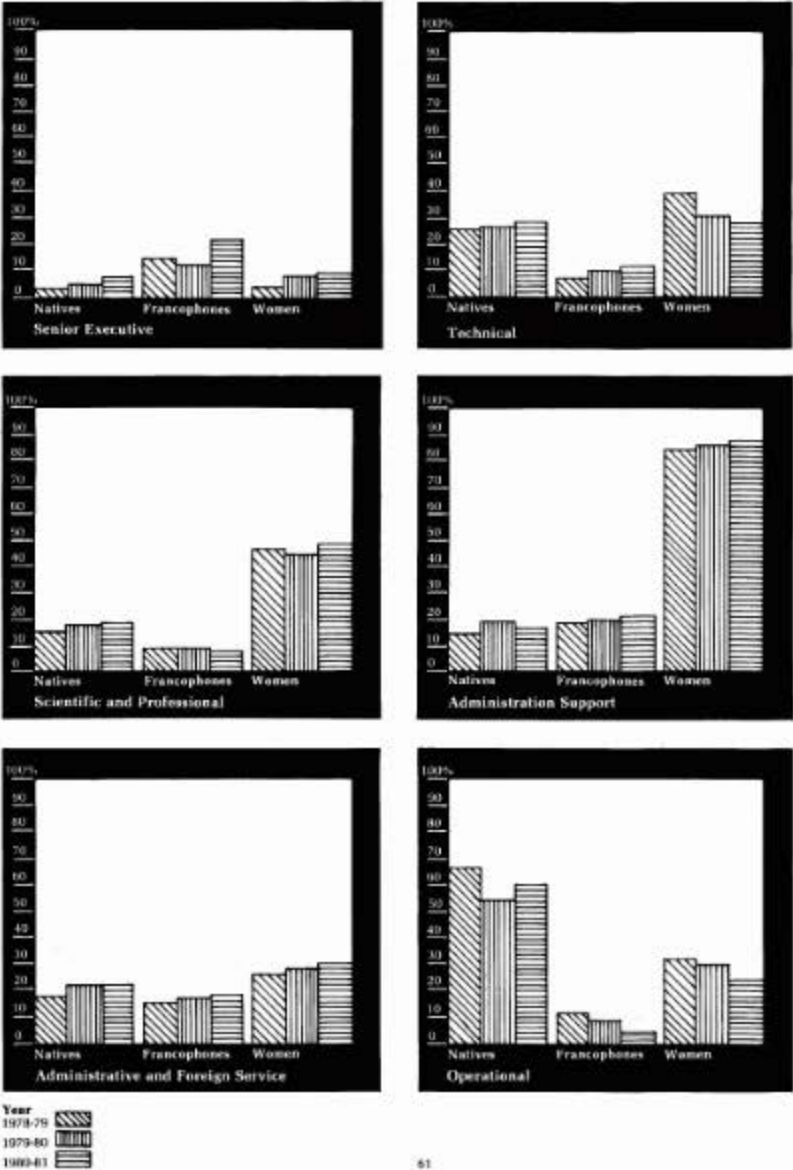
It is anticipated that further phases of the Career Information Centre will be developed for review by the Departmental Management Committee during 1981 - 82.

Special Concern Groups

Tapping the potential of special concern groups - native people, women, Francophones and the handicapped - is, at all levels of government, a management responsibility as well as a logical management strategy. The Department of Indian Affairs and Northern Development has a particularly crucial role in this respect. It has a statutory responsibility for Indians and Inuit and a high profile in the protection of minority rights; also, native input is essential in defining policy and assessing performance in the Indian and Inuit Affairs Program, which accounts for three quarters of the department's annual budget.

Participation by women remains disproportionately high in the administration support category. One of the objectives of the Career Management System is to increase the number of staff, particularly native people, women, Francophones and the handicapped, qualified for assignment to middle and senior management positions in the department.

Special Concern Group Participation (as percentage of total department staff)



Employee Environment

Days lost in production were reduced by 61 per cent over fiscal year 1979 - 80, amounting to a saving of 640 days, or (at approximately \$100 per day in production skills and services) \$64 000.

Employee Work-Related Injuries

Fiscal year	Injuries	Days lost	Injury leave (\$)	Total cost*
1978 - 79	760	4 492	\$69 840	\$114 380
1979 - 80	331	1 672	\$56 728	\$84 654
1980 - 81	186	1 032	\$43 727	\$81 484

[*Includes injury leave, medical and hospital costs, and compensation.]

In accordance with the Public Service Occupational Health Policy, the department, in conjunction with the Department of National Health and Welfare, the Department of Public Works, and a consulting firm, is continuing an investigation of the heating, ventilation and air conditioning systems in Les Terrasses de la Chaudibre to rectify the problems identified in the system, and all necessary adjustments and modifications to the system are being carried out.

Corporate Policy

Objectives

To advise the minister, the deputy minister and senior management on matters of broad policy and on specific policy matters, such as revisions to the Indian Act and native hunting and fishing rights.

To develop and maintain policy positions for the department, assess departmental policies to ensure their continuing relevance to federal government objectives and priorities, and to communicate departmental policy to the public.

Application

In support of corporate policy, the department

- co-ordinates and monitors major policy issues concerning the Indian and Inuit Affairs Program, the Northern Affairs Program and the Office of Native Claims to ensure that inter program policies effectively reflect department and government objectives and priorities;
- establishes and maintains liaison with other policy-making units in government departments and agencies;
- assesses the effectiveness of departmental programs and policies;
- directs, co-ordinates, conducts and disseminates research related to departmental goals and priorities; and
- produces a range of print communication vehicles to focus discussion on current issues between the department, its client groups and the general public.

Highlights

Policy Development

In 1980 - 81, the department's policy priorities included

- continuing the devolution of administrative responsibility to Indian bands;
- reaching agreements-in-principle by 1986 on the 13 outstanding comprehensive native claims; and
- redefining the specific claims process to remove bottlenecks in settlement procedures.

Intergovernmental Affairs

During 1980 - 81, one undertaking of the department was its involvement in negotiations between the government and national organizations of aboriginal peoples that ultimately led to the inclusion of three clauses pertaining to the recognition and entrenchment, of aboriginal peoples in the proposed Constitution Act (1981).

Other activities related to intergovernmental affairs included

- preparation of a situation report on federal provincial-Indian relations across the country;
- participation in negotiation of a renewal of the federal-Ontario native-specific policing program;
- co-ordination of the federal role in renewing the mandate of the Indian Commission of Ontario;

- finalization of a national data base delineating federal programs and services available to Indian people; and
- successful conclusion of two Canada-Newfoundland agreements with respect to the native communities of North West River and Conne River.

Evaluation

The Evaluation Branch of Corporate Policy undertakes formal and systematic assessments of the manner in which departmental programs or program components have achieved their objectives, and of the extent to which such evaluations correspond to Treasury Board requirements and Office of the Comptroller General guidelines. The merging of the program evaluation function of the Northern Affairs Program with the Evaluation Branch of Corporate Policy took effect April 1, 1981. The evaluation projects summarized in the following table cover the full extent of the department's formal program evaluation activities.

Evaluation Projects: 1980 - 81

...	Completed	Ongoing
Indian and Inuit Affairs	...	...
evaluation assessments	1	2
evaluation studies	6	8
Northern Affairs	...	...
evaluation assessments	2	1
evaluation studies	...	1
Departmental Services	...	...
evaluation assessments	...	...
evaluation studies	1	...
Departmental Total	...	...
evaluation assessments	3	3
evaluation studies	7	9

Evaluation assessments provide a framework for undertaking subsequent evaluation studies by identifying and selecting major issues, terms of reference and schedules.

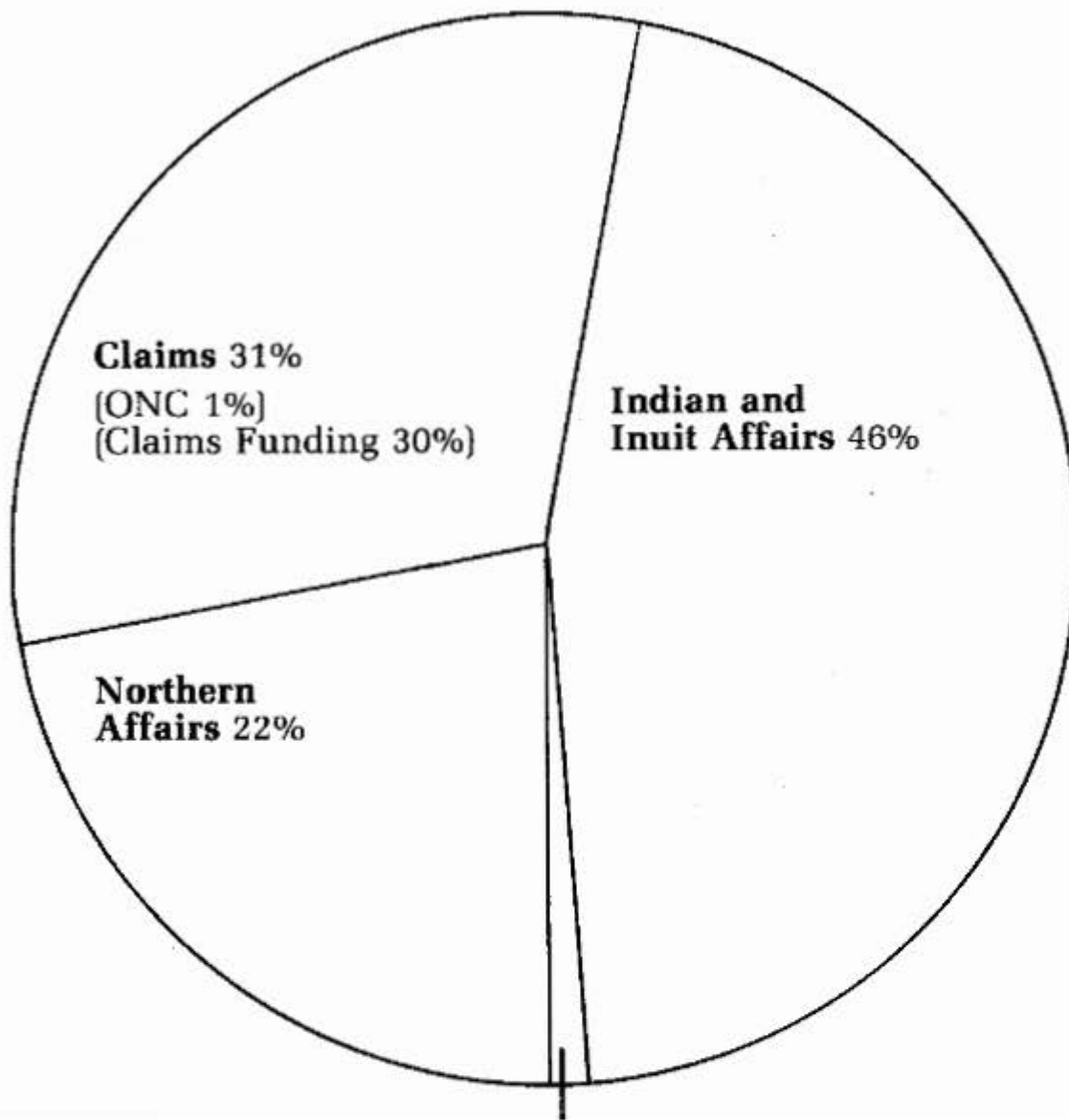
In 1980 - 81, an evaluation study of the department's communications function was completed. In the Indian and Inuit Affairs Program, assessments were undertaken of Reserves and Trusts activities, and evaluation studies focussed on social services and educational programs. In the Northern Affairs Program, two assessments were completed in the social development area.

Research

The department's research component is responsible for fostering knowledge of the North as specified in the Department of Indian Affairs and Northern Development Act, assisting native claimants to document specific and comprehensive claims, and supporting particular policy and operational responsibilities.

The Research Branch of Corporate Policy supports, directs, co-ordinates, conducts and disseminates research in support of departmental goals and priorities. Research priorities are established with the Indian and Inuit Affairs Program, the Northern Affairs Program and the Office of Native Claims. Claims funding and the Office of Native Claims receive 31 per cent of the total departmental research budget; the Northern Affairs Program has 22 per cent; and the Indian and Inuit Affairs Program has 46 per cent. In addition, the Northern Affairs Program operates its own Social Research Program.

Share of Research Budget 1979 - 80



Distribution of Some Major Departmental Communications Vehicles

...	Communications Vehicles						
Distribution breakdown	Communiqués	Intercom	Annual Report	Dialogue North*	Inuktitut*	North	Indian News**
Departmental management	20	450	31	22	...	1	...
Departmental staff	265	5 950	314	...	24	5	...
Parliament	390	...	385	...	5	36	...
Media	1 606	...	1 568	23	36	20	...
Other governments and departments	194	41	103	50	169	100	...
Client groups	944	...	22	3 368	3 405	31	...
Interest groups	431	...	88	150	415	104	...
Research and education	327	...	191	150	717	1 340	...
Public	227	...	99	...	718	1 360	...

[*English and Inuktitut language publications.] [**Figures not available. Total subscriptions: 30 000.]

Communications

As part of the department's thrust to clarify policy goals and positions, a long-term communications strategy was developed in 1980 - 81 with three main objectives:

- to ensure that information concerning departmental policies, programs and activities is accessible to the department's diverse audiences in a consistent, timely and coordinated way;
- to increase the emphasis on pro-active rather than reactive communications and to respond to identified audiences needs in a more effective and efficient way; and
- internally, to establish an environment in which the resources available for public communications can be effectively applied to meet the department's communications goals and objectives, and to provide the means for departmental management to actively participate, on a regular basis, in the public communications process.