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COST OF THE  
INDIAN AND ESKIMO AFFAIRS  
PROGRAM

1968 - 1969 TO 1971 - 1972

**Volume I- Text**

*M. A. Sulutas*  
*Statistician (Finance and Manpower)*

Departmental Statistics Division  
Program Analysis and Management Services Branch  
Department of Indian Affairs and Northern Development

Ottawa, July 25, 1973

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## PREFACE

The present study, one of a series initiated by the Departmental Statistics Division, deals with the financial and manpower statistics of the Indian and Eskimo Affairs Program; it allows a comparative analysis of expenditures and manpower data for a four-fiscal year period beginning with 1968-1969. The results of this study are reported in three volumes. Volume I deals with general introduction, background, terminology and explanatory notes. Volumes II and III deal with the expenditure statistics, and manpower statistics, respectively.

A financial and manpower statistical system for Departmental programs is being set-up to provide a series of data. The system will be updated annually, and it will provide information for time series analysis.

It is hoped that this study will be useful to various persons. The presentation of the tables is designed for government personnel, cost-benefit analysts, operations researchers, and individuals in business and academic areas.

W. Zayachkowski  
Departmental Statistician

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## INTRODUCTION

The present edition is principally an updating of the February 4, 1972 edition of the study *Cost of the Indian and Eskimo Affairs Program, 1968-1969 to 1970-1971*.

The aim of the study is to design a statistical system suited to the data requirements of users. In achieving this goal, a comprehensive comparative analysis of the expenditures and of the utilized manpower of the Indian and Eskimo Affairs Program has been carried out.

Expenditure statistics, in thousands of dollars, are presented by activity, sub-activity and sub-sub-activity at the Program and regional levels. Manpower statistics, in man-years are presented by activity at the Program and regional levels.

The books of *Public Accounts of Canada*, the books of *Estimates*, the *Financial Management Manual*, computer printouts, year-end financial reports of branches, and financial statements of activities have been the principle sources of information in the preparation of these reports.

This updated edition includes many significant revisions, including adjustment of previous years' data according to the latest financial and organizational structure, reorganized presentation, and some new statistical tables.

One obvious revision presented by this edition is an adjustment that follows the year-to-year changes in the coding system. Its aim is to have available previous years' statistics consistent with the latest year's financial structure. The text of the study was enlarged giving sufficient background and explanatory notes and is being presented in Volume I. The expenditure statistics component with additional tables is being presented in Volume II. The manpower statistics component was developed extensively and is being presented in Volume III.

A number of other changes have been made throughout the study. Some are a matter of recognizing recent organizational developments, such as the amalgamation of the Arctic Quebec Region with the Quebec Region, and the separation of the Yukon Region from the British Columbia and Yukon Region.

Prior to April 1, 1970, the Keewatin, Baffin and Arctic Quebec Regions were included in the Arctic District under the control of the Department's Territorial Relations Branch. On April 1, 1970, the Keewatin and Baffin Regions were transferred to the Government of the Northwest Territories. Arctic Quebec continued as a separate region until August 1970, when

it was transferred to the Quebec Region retroactive to April 1, 1970. Because of this fact, the Arctic Quebec Region is included in the Quebec Region.

Prior to April 1, 1971, the Yukon Region was included in the British Columbia & Yukon Region. After April 1, 1971, as a result of reorganization, the Yukon Region continued as a separate region. Two new tables are added to the report to show the statistics for 1971-1972 fiscal year separately for each region. The table containing total of 1968-69 to 1970-71 figures for the Yukon is being retained.

Expenditures of Cultural Affairs, included earlier in the Community Affairs activity under the Social Development sub-activity, are included in expenditures of the Education activity under the Cultural Development sub-activity.

The capital expenditures of Indian Housing in the Community Affairs activity have been retained as Housing (capital only) under the Community Improvement sub-activity; the O & M expenditures have been listed as Municipal Services.

The capital expenditures of Northern Housing in the Community Affairs activity have been transferred to Housing (capital only) under the Community Improvement sub-activity; the O & M expenditures have been transferred to Municipal Services.

I hope that all the changes and adjustments made have been for the better. The financial and manpower statistics will be updated annually and stored in the Statistical Information Centre, Departmental Statistics Division, Department of Indian Affairs and Northern Development.

I wish to express my appreciation to the Departmental Financial Management Services and the Program Financial Advisory Services staff whose comments and suggestions have been incorporated in the revision. I would also like to thank Dr. S. Kumar for his helpful comments, and the Statistical Support Unit for their valuable assistance.

M. Ali Sulutas  
Statistician (Finance and Manpower)  
Ottawa, July 25, 1973.



## PROGRAM OBJECTIVE

## OBJECTIVE

In consultation with Indian and Eskimo peoples to innovate, support and encourage coordinated activities whereby Indians and Eskimos may achieve their cultural, economic and social aspirations within Canadian society.

## SUB-OBJECTIVES

- To ensure that lawful obligations under Treaties and other agreements are met.
- To assist Indian and Eskimo peoples to preserve and develop their cultural heritage and to express their cultural identity.
- To foster the development of self-reliance in the administration of Indian and Eskimo communities through advice, financial support and other assistance.
- To provide educational facilities and services designed to advance the cultural aspirations of Indians and Eskimos and to assist them in achieving, as individuals, equality of opportunity and self-fulfilment in relation to other Canadians.
- To assist Indian and Eskimo communities to utilize, as determined by them, their collective resources for the creation of optimum employment and income for individual members.
- To assist in the improvement of housing and related physical amenities, and the provision of adequate social services in Indian and Eskimo communities.

## PROGRAM DESCRIPTION

### COMMUNITY AFFAIRS

Social development of Indians and Eskimos, individually and in their communities, through the process of community development by supporting and encouraging evolving forms of community government; supporting the physical improvement of communities, and providing and arranging for the provision of welfare services to those in need.

### EDUCATION

Pre-school, elementary, secondary and higher education, adult education, vocational training, placement and relocation services and fostering dignity and self-respect through the support of cultural expression for Indians and Eskimos in Arctic Quebec.

### INDIAN AND ESKIMO ECONOMIC DEVELOPMENT

Assistance to Indians, Indian Bands and Eskimos in creating business and employment opportunities in a variety of fields including service industries, secondary industry, resource utilization and land development including mineral resources on Indian Reserves.

### ADMINISTRATION

Administrative, financial, administrative support, and personnel services at headquarters and the field organizations.

CONSULTATION AND NEGOTIATION

The promotion of discussions and negotiations among Indian organizations, provincial governments, other Federal Government departments and other interested bodies, designed to accelerate the achievement of full, free and non-discriminatory participation of the Indian people in Canadian society.

## FINANCIAL STRUCTURE

The financial structure of the Indian and Eskimo Affairs Program is broken down in accordance with the *Financial Management Manual* by the five activities:

1. Community Affairs;
2. Education;
3. Economic Development;
4. Administration;
5. Consultation and Negotiation (now Liaison and Research).

Each activity is broken down by sub-activity and sub-sub-activity to gather a detailed cost breakdown of the activity. Statistics for the Consultation and Negotiation activity are presented by activity only at the Program and regional levels.

The following structural lists have been established according to the above-named manual, and the tables have been designed upon these structures:

ACTIVITY	SUB-ACTIVITY	SUB-SUB-ACTIVITY
Community Affairs	General Administration	Administration Staff Training Membership
	Social Services	Administration Social Assistance Care of Adults Child Care Rehabilitation Other Welfare Services
	Band Management	Administration Band Financial Management Recreation Policing Band Liaison & Training Program Development Social Devel. - Admin. Community Development
Community Affairs	Community Improvement	Administration(H.Q.only) Housing (Capital only) Road Systems Water and Sanitation Electrification Community Facilities - Other Community Planning Community Fire Protection Municipal Services

## ACTIVITY

Education

## SUB-ACTIVITY

Cultural Development

General Administration

Education in Federal Schools

Education in Non-Federal  
SchoolsTransportation & Maintenance  
of Pupils

Adult Education

## SUB-SUB-ACTIVITY

Administration

Administration  
Transportation Facilities  
Professional Education  
Scholarships  
Ed'l Studies and ResearchInstruction  
Inspection  
School Facilities  
School Committees  
Municipal ServicesInstruction  
GuidanceMtce. of Pupils in Private Homes  
Mid-day Lunches  
Student Allowances  
Seasonal Transportation  
Daily Transportation  
OtherAdministration  
Adult Basic Education  
Social Adult Education  
Public Library Services

ACTIVITY	SUB ACTIVITY	SUB-SUB-ACTIVITY
Education (continued)	Vocational Education	Administration University & Prof. Training Vocational Training Maintenance of Pupils in Post-School Program
	Employment and Relocation	Administration Placement Relocation Training-on-the-Job In-Service Training
	Student Residences	Administration Transportation Facilities Building Facilities Catering Services Special Services Maintenance of Students Extracurricular Activities Seasonal Transportation Other Services
Indian & Eskimo Economic Development	General Administration	Administration
	Development Services	Administration Agriculture Commercial Recreation Forestry Fisheries Wildlife Tourist Outfitting & Guiding Industrial, Commercial & Residential Real Estate Development & Evaluation Co-operative Services

ACTIVITY	SUB-ACTIVITY	SUB-SUB-ACTIVITY
Indian & Eskimo Economic Development (continued)	Development Services	Arts & Crafts Development Arts & Crafts Marketing Publicity & Promotion
	Lands	Administration Land Transactions Minerals Land Titles Estates Special Services
	Business Services	Administration Fund Management Business & Management Services
	Band Land Program	Administration Special Advisory Land Assets Training
	Administration	General Administration
Support Services		Office Services Transportation Services Office Accommodation Residential Accommodation Records Management
Financial Services		Administration



ACTIVITY	SUB-ACTIVITY	SUB-SUB-ACTIVITY
Administration (continued)	Personnel	Administration Training & Development Indian & Eskimo Recruitment & Development General
	Information	
	Engineering Services	Administration Fire Protection Site Development Municipal Services

### MANPOWER

The number of persons employed in the Department or in certain programs. Statistics are categorized in man-years by:

- (1) O & M (continuing full-time, term); and
- (2) Capital (casual, part-time, seasonal) employees.

## FINANCIAL STATISTICS

Basically, the financial statistics, for Departmental purposes, consist of the three components: (1) expenditures, (2) revenues, and (3) manpower. Again, for Departmental purposes, "statistics" is defined as "quantitative data, including methods of obtaining and analyzing such quantitative data, relating to the Administration, Conservation, Indian and Eskimo Affairs, and Northern Affairs Programs of the Department".

Components of financial statistics are as follows:

### EXPENDITURES

Expenditures on Departmental programs, including payments for goods and services, transfer payments to individuals or organizations in terms of various social programs, transfers to other levels of government under such programs as fiscal transfer payments to provinces, subsidies and other assistance to business enterprises.

### REVENUES

Receipts arising from the Program activities which are not credited to budgetary revenue as such, but are taken into the Department's account as credits to the appropriations covering part of these activities. These non-tax revenues are grouped as: (1) privileges, licenses and permits; (2) proceeds from sales; (3) services and service fees; and (4) miscellaneous.

## EXPLANATORY NOTES

## TABLES

The tables are designed to show the total financial and manpower resources spent for the Indian-Eskimo Affairs Progra. The vertical presentation by activity, sub-activity or sub-sub-activity is extended horizontally to show expenditures in thousands of dollars for each activity and region under the headings of O & M (operating expenditures, including grants and contributions), Capital, and Total, and to show manpower in man-years for each activity and region, again under the headings of O & M, Capital and Total. Explanatory notes and definitions are given as foot-notes to the tables to qualify data and to ensure clarity.

## OPERATION AND MAINTENANCE

Operating expenditures, including expenditures on works, buildings and equipment on other than federal property, the grants contributions and special payments for general assistance to Indians and Eskimos including such payments in respect of social assistance to non-Indians residing on Indian reserves; recoverable expenditures under agreements entered into with the approval of the Governor-in-Council with provincial governments and local school

boards in respect of social assistance to non-Indians residing on Indian reserves and the education in Indian schools of non-Indians; authority for the Minister of Indian Affairs and Northern Development to enter into agreements with provincial governments, school boards, and charitable and other organizations for the provision of support and maintenance of children; authority to provide, in respect of Indian and Eskimo economic development activities, for the instruction and supervision of Indians and Eskimos, the furnishing of materials and equipment, the purchase of finished goods and the sale of such finished goods; authority to sell electric power, fuel oil and services incidental thereto together with usual municipal services to private consumers in remote locations when alternative local sources of supply are not available in accordance with terms and conditions approved by the Governor-in-Council and to provide the same to departments and agencies of the Government of Canada operating in Arctic Quebec.

**CAPITAL:**

Capital expenditures, including expenditures on buildings, works, land and equipment, the operation, control and ownership of which may be transferred to provincial governments on terms and conditions approved by the Governor-in-Council or to Indian Bands, groups of Indians or individual Indians at the discretion of the Minister of Indian Affairs and Northern Development; such expenditures on other than federal property; authority to make

recoverable expenditures and recoverable advances in amounts not exceeding the shares of provincial governments and local school boards of expenditures on roads and related works and on education, including the education in Indian schools of non-Indians; authority for the construction and acquisition of housing for Indians and Eskimos, for its occupation by Indians and Eskimos, in return for such payments, if any, as the Minister of Indian Affairs and Northern Development may fix, for its sale or rental to Indians and Eskimos on terms and conditions and at cost or any lesser amount approved by the Governor-in-Council and for assistance to Indians and Indian Bands in the construction of housing and other buildings.

MAN-YEARS:

Prior to the 1969-1970 fiscal year, the numbers of persons employed in government departments were controlled on two different bases; first, positions were authorized for the employment of continuing employees, whether full-time or part-time; and, second, the employment of term and casual employees was permitted under a "man-year" authorization.

Under the latter system, departments were permitted a certain number of "man-years of

work" as opposed to continuing positions. These "man-years" could be used by departments to employ persons on a casual or short-term basis to handle peak workloads, for example, as long as the total time worked did not exceed the total authorized "man-years".

Because this dual approach led to confusion (1) in controlling the numbers of people actually employed in the Public Service and (2) in reporting to Parliament on the actual manpower allocation approved by Treasury Board for the various Government programs, it was changed during 1968-1969.

The new system for controlling and reporting on manpower allocation and utilization is predicated on the total number of "man-years of work" approved by Treasury Board for individual programs, whether these man-years are worked by term (part-time and casual) employees or by continuing full-time personnel.

A secondary, although equally important, aspect of the new system calls for the approval by Treasury Board of the maximum number of continuing full-time employees that may be on strength at the end of the fiscal year.

As a result of the introduction of this new system, the figures for 1971-1972, 1970-1971, 1969-1970 and 1968-1969 include several elements of departmental manpower which were not, in the past, reflected in the reports because they were not covered by previously used methods of manpower control.

Because the new system was introduced in 1969-1970, the figures shown in the Manpower tables in this study reflect a mixture of actual man-years worked for continuing full-time and casual (part-time, seasonal) assistance required in the year. The figures are given in both O & M and capital man-years. Although the new system allows better reporting and controlling ability, it is not possible to produce man-years at the regional level by sub-activity. It is hoped that in future years the information given for the new, the current and the past year will all be based on the new concepts outlined above.



## L E G E N D

The following symbols are used in the tables:

- .. Figures not available.
- ... Figures not applicable.
- Nil or zero.

Note: In cases where all entries in a column are not available or not applicable or zero, the column is left blank and appropriate notation is put in the row total.