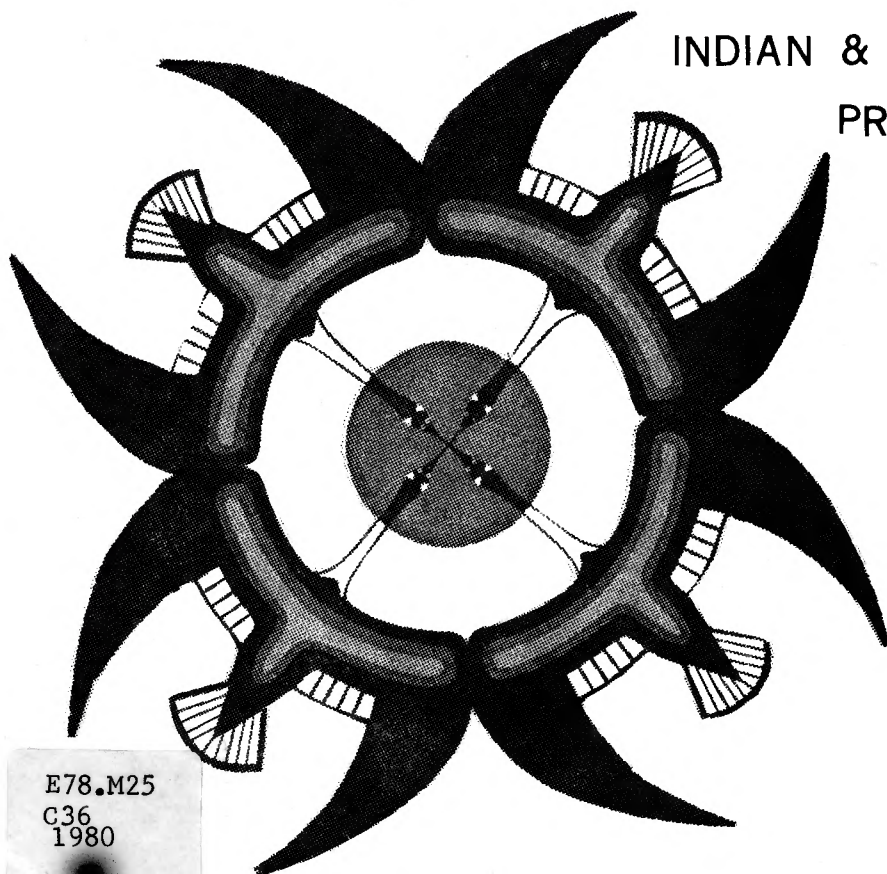


# **PRESENTATION**

**FEBRUARY 1980**

**MANITOBA REGION**

**INDIAN & INUIT AFFAIRS  
PROGRAM**



E78.M25  
C36  
1980

MANITOBA REGION  
INDIAN & INUIT AFFAIRS



**PRESENTATION**  
TO THE  
**DEPUTY MINISTER**  
AND  
**ASSISTANT**  
**DEPUTY MINISTER**

FEBRUARY, 1980

MANITOBA REGION  
DEMOGRAPHIC INFORMATION

LINGUISTIC & CULTURE INFORMATION

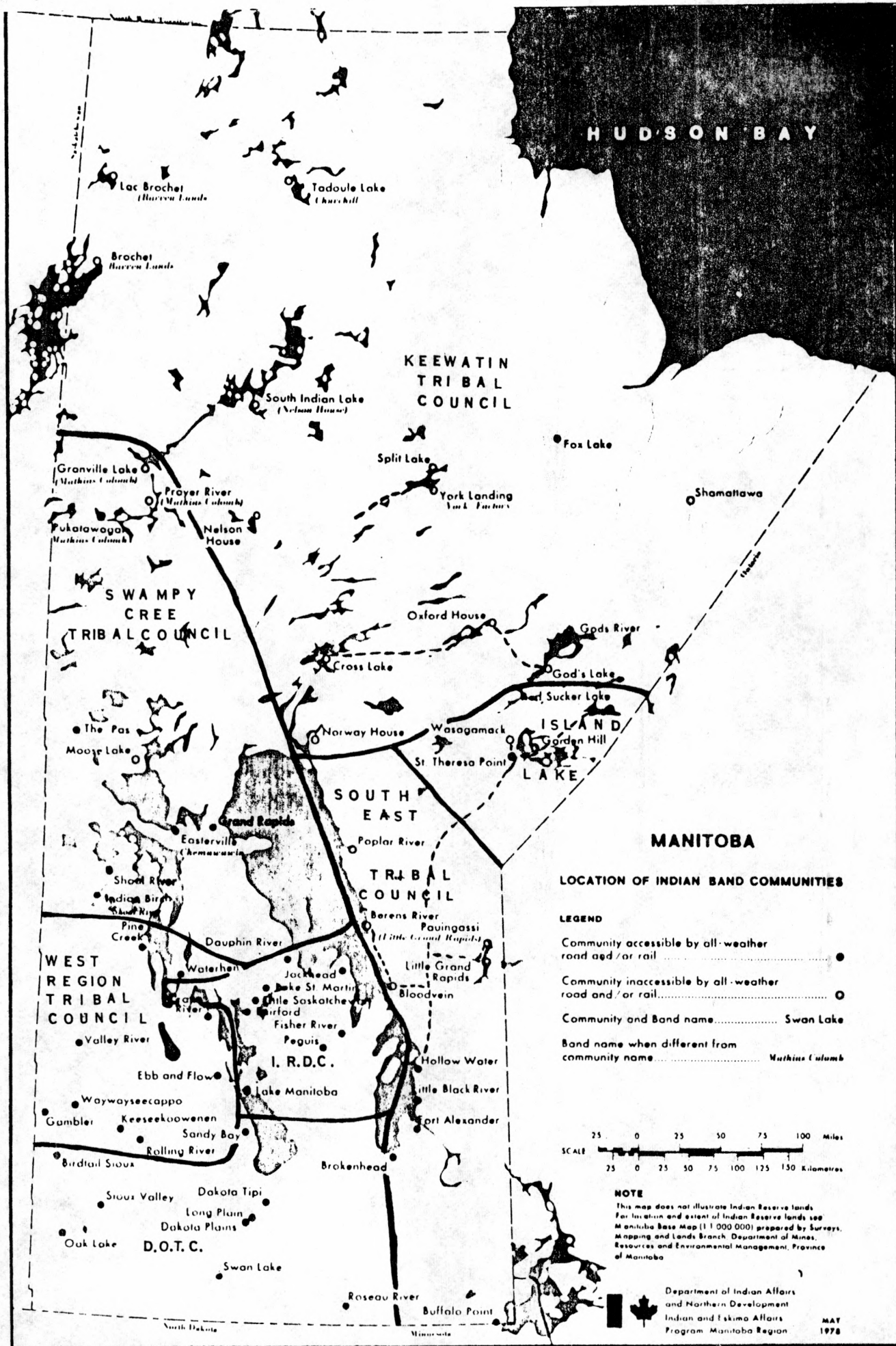
<u>LINGUISTIC</u>	<u>CULTURE</u>	<u>AREA</u>	<u>TREATY</u>	<u>POPULATION</u>
Chippewyan	Mckenzie River	North-west	#5	1,080
Cree	Algonkian	North-east	#5	20,582
Ojibway/Saulteaux	Algonkian Plains	Central South Interlake	#1 #2 #3 #4 #5	20,197
Dakota Sioux	Plains	Central South South-east	#1	2,783

<u>POPULATION</u>		<u>COMMUNITIES</u>	
- On-Reserve	30,251	- Bands	- 58
- Off-Reserve	11,760	- Reserves	- 100
- On Crown Land	<u>2,631</u>	- Acreage	- 529,916
Total:	44,642	- Wet Reserves	- 29
		- Dry Reserves	- 26

<u>ASSOCIATIONS:</u>	Provincial - Manitoba Indian Brotherhood
	Regional - Southeast Resource Development Council
	- Keewatin Tribal Council
	- Swampy Cree Tribal Council
	- West Region Tribal Council
	- Interlake Reserves Development Council
	- Dakota Ojibway Tribal Council

<u>TRANSPORTATION:</u>	- 39 Communities accessible by all-weather road and/or rail.
	- 19 Communities inaccessible by all-weather road and/or rail.
	- 5 Communities accessible by ferry.
	- 11 Communities accessible by winter road.





HUDSON BAY

KEEWATIN  
TRIBAL COUNCIL

SWAMPY  
CREE  
TRIBAL COUNCIL

SOUTH  
EAST  
TRIBAL COUNCIL

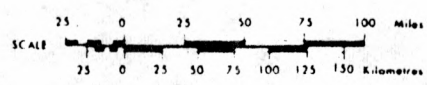
WEST  
REGION  
TRIBAL COUNCIL

MANITOBA

LOCATION OF INDIAN BAND COMMUNITIES

LEGEND

- Community accessible by all-weather road and/or rail
- Community inaccessible by all-weather road and/or rail
- Community and Band name
- Band name when different from community name



NOTE

This map does not illustrate Indian Reserve lands. For location and extent of Indian Reserve lands see Manitoba Base Map (1:1 000 000) prepared by Surveys, Mapping and Lands Branch, Department of Mines, Resources and Environmental Management, Province of Manitoba.

TRIBAL COUNCIL DEVELOPMENT

TRIBAL COUNCIL

DISTRICT/SERVICE CENTRE REPLACED

DAKOTA OJIBWAY  
TRIBAL COUNCIL

BRANDON

SWAMPY CREE  
TRIBAL COUNCIL

THE PAS

SOUTHEAST RESOURCE  
DEVELOPMENT COUNCIL

SOUTHEAST  
(WINNIPEG)

INTERLAKE RESERVES  
DEVELOPMENT COUNCIL

ASHERN

WEST REGION  
TRIBAL COUNCIL

DAUPHIN

KEEWATIN  
TRIBAL COUNCIL

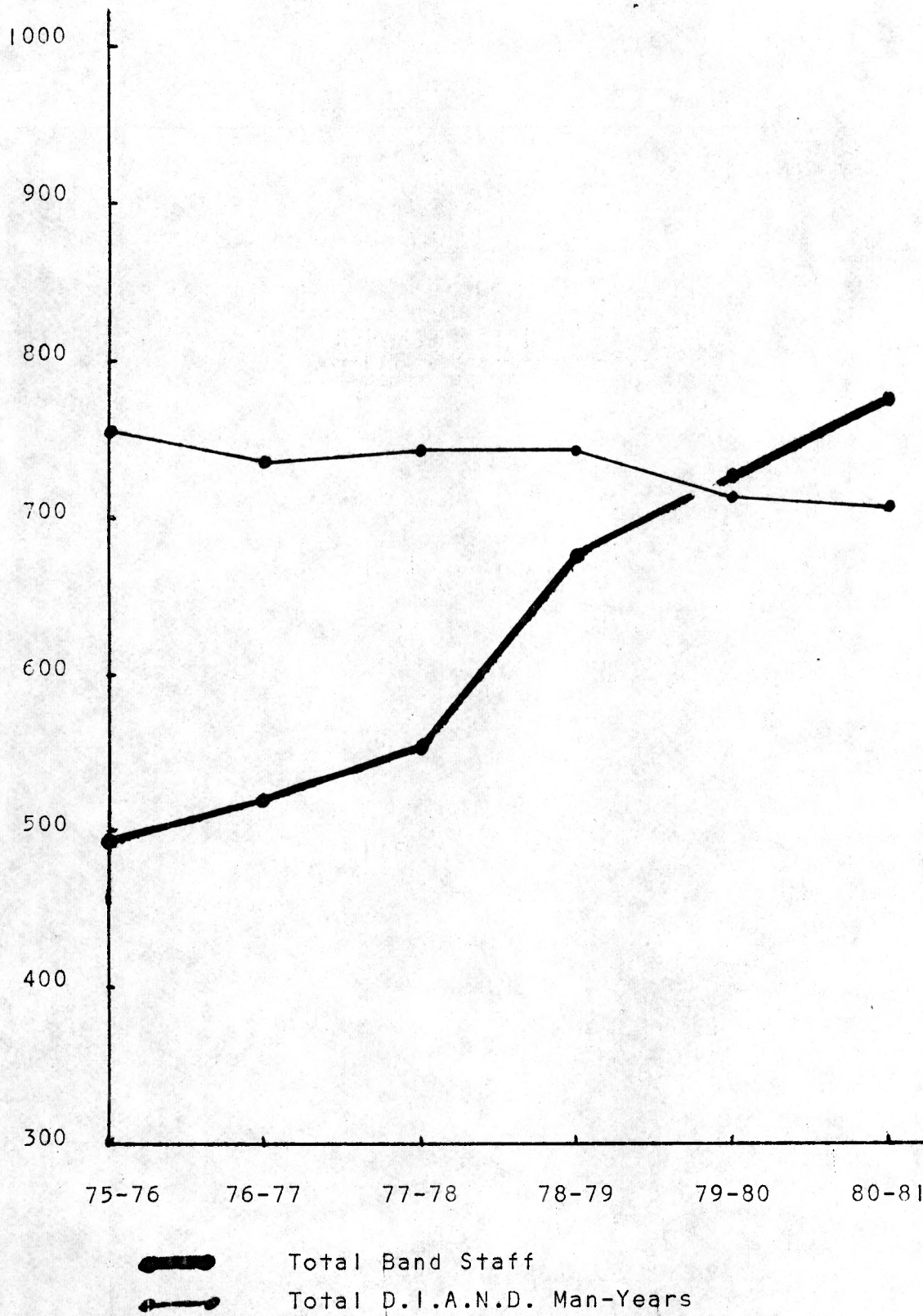
THOMPSON

ISLAND LAKE  
(PROPOSED)

ISLAND LAKE



STAFFING TRENDS  
DEPARTMENT VS. BAND STAFF



## ECONOMIC AND EMPLOYMENT FORECAST

### GENERAL ECONOMIC FORECAST

A general consensus among private sector and governmental economists is that the Canadian economy will experience a relatively low rate of growth for 1980. With the exception of areas strong in resource development, many geographical areas of Canada will experience a growth rate between zero and three percent after discounting for inflation.

Manitoba's projected growth is very similar to the National average. A variety of sources suggest that the Gross Provincial Product will rise approximately 1.5 percent. Growth predictions are an inexact science at the best of times, however, the predictions for 1980 are particularly difficult due to a number of factors. These include:

#### (1) UNITED STATES ECONOMY

To some degree, the United States' Government is attempting to cool inflation by inducing a small recession. Unfortunately, the leading indicators are inconclusive as to whether the recession will develop. From a Regional viewpoint, the extent of any recession in the United States' economy could have an impact on several components of the Manitoba economy. Forestry and manufacturing are two sectors that would be most severely hurt.

#### (2) CANADIAN FISCAL & MONETARY POLICY

The unexpected Federal election will influence expansion plans in Manitoba. While unacceptable to many



individuals, the Federal budget was fairly well received by the private sector. Offsetting this impact, however, was record high interest rates. It is expected that significant expansion will not materialize until a firm direction is indicated in Federal fiscal and monetary policy.

(3) ENERGY

The demand for energy in both Canada and the United States could have a significant impact on the Provincial economy. Manitoba has several potential hydroelectric developments in addition to the existing export surplus. A continuing increase in demand will benefit the Province in two ways. Firstly, Provincial revenues will increase as the result of excess sales. Secondly, and more importantly to Native people is the increased likelihood of future hydroelectric developments.

(4) MANUFACTURING

A final factor influencing growth in the Manitoba economy will be the strength of the manufacturing sector. As a result of the devalued Canadian dollar, secondary manufacturing firms in Manitoba have realized a significant growth. If the Manitoba economy is to experience any real growth this year, the manufacturing sector will have to remain strong.



## EMPLOYMENT PATTERNS

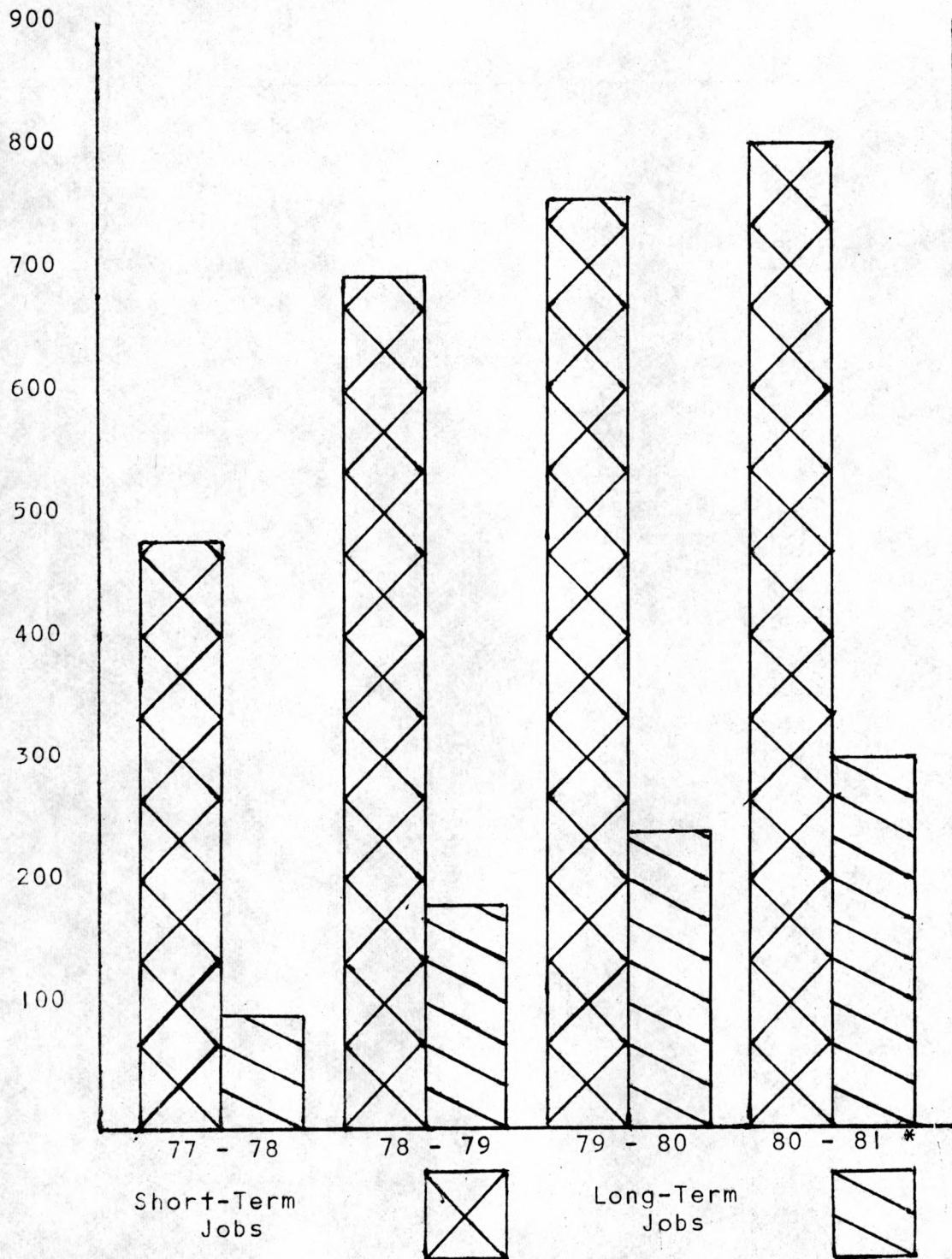
The unemployment patterns in Manitoba reveal a significant anomaly when Indian people are compared with the overall unemployment rate. The Provincial rate of unemployment is below five percent seasonally adjusted and has remained in this range for the past several months. In addition, the Manitoba rate of unemployment has been favourable over the past several years in relation to the total Canadian unemployment rate.

For Indian people, however, the rate of unemployment is significantly higher. An informal departmental survey suggests unemployment among Indian people is greater than sixty-two percent. Some individual communities experience unemployment rates as high as ninety to one hundred percent.

As the unemployment rate is not defined beyond the Provincial boundary, it does not reflect the true rates in the three main economic areas - urban, rural, and the north. As a result, the true unemployment picture of Manitoba is not presented by the Provincial rate.

The employment strategies by the Bands and the Department in past years has been to create employment in Indian communities. While some success has been realized through the use of the Band Work Process and other job creation Agencies, the situation still remains where large numbers of Indian people are unemployed. While these on-Reserve efforts should be maintained, many communities should start to consider employment opportunities outside the communities. In recent years, many community leaders have not looked favourably on off-Reserve employment as

EMPLOYMENT CREATION  
BAND WORK PROCESS



\* Projected employment creation for 1980-81



they felt it would undermine some of the progress made along social, economic, and cultural lines. However, it is apparent that full employment cannot be found in all communities and that new strategies must be considered.

One possibility in the southern areas of the Province where commuting is possible, is a combination of on-Reserve and off-Reserve employment. Many of the services provided in Indian communities are now Indian owned or controlled. Some additional progress can be made in this area thereby creating additional employment opportunities. In addition, by bringing more light manufacturing opportunities to rural areas, significant employment can be generated at a reasonable cost. By combining these types of opportunities with the opportunities in the off-Reserve job market such as mineral, forestry, agricultural and manufacturing fields, communities can provide a balanced approach to unemployment.

In northern communities, many of the on-Reserve opportunities still exist, however, off-Reserve employment often requires relocation. In order to generate as much employment as possible in the various communities, it is important that the natural resource base be utilized as much as possible. The new "socio-economic" development strategy recognizes the importance of maximizing local resource potential.

Finally, the increasing number of young people entering the job market poses a major challenge to Indian leaders and the Department alike. All employment strategies must consider the special needs of this rapidly expanding segment of the Indian labour market.



## ECONOMIC AND EMPLOYMENT OPPORTUNITIES

Based on our analysis of the Canadian and Manitoba economy, several opportunities appear available to Indian people. The opportunities presented below attempt to reflect current thought among Indian leaders as to development of their communities along economic, social, and cultural avenues.

### 1. RESOURCE OPPORTUNITIES

- 1.1 FORESTRY - The pulpwood market has been particularly strong in the past two years with many Indian communities either re-establishing operations or expanding existing operations. The market price for pulpwood is high compared to previous years, coupled with a strong demand. The buyers seem willing to accommodate the Bands in transportation agreements, progress payments, and contractual volumes.

While this market is presently strong, it should be remembered that the pulpwood industry can be fairly cyclical, and accordingly, Bands should capitalize on the strong market. To a large degree, the strength of this market is based on a devalued Canadian dollar with the majority of sales to the United States. Pulpwood is one sector of the economy that can employ large numbers of people for a minimum cost.

Similar expectations for sawmill operations have been diminished by the rapid escalation of interest rates and the resultant decrease in housing starts Nationally. It may be several years before the demand will be strong enough to justify sawmill operations on any large scale.

1.2 FISHING - Much like agriculture, the fishing industry experiences many fluctuations in market prices, costs, and production levels. The importance of this sector to Indian people in Manitoba cannot be dismissed. Presently, the returns are good and full maximization of the fishing sector is important. While returns are good, the northern Bands are faced with the continual problem of higher transportation cost thereby lowering income to some northern communities.

1.3 FUR - Fur prices have also been high in the past year. To some degree, this segment of the economy has seen a gradual decline over the past decade as many younger people considered other employment opportunities. With the return of better prices, however, it is expected that an increased interest in trapping will materialize in many communities.

## 2. MANUFACTURING

In spite of depressed conditions in many segments of the Manitoba economy, manufacturing has expanded in several areas, and future outlook looks reasonably positive. The Bands of Manitoba have been able to establish a foothold in some of these industries, and with a joint effort between the Bands, D.I.A.N.D., and Industry, several more light manufacturing jobs could be realized.

Examples of strong industries where contractual arrangements can be obtained include the garment industry, farm machinery sub-components, and aero-

space sub-components. In the past year, several communities have shown that the Bands can participate in areas of the economy previously considered unworkable in these communities. Manitoba has a strong history of small manufacturing operations, distributors, manufacture agents, etc. With proper support, it is expected that more light manufacturing can be brought to Indian communities.

### 3. LARGE RESOURCE DEVELOPMENTS

The mining and hydroelectric potential of the northern communities suggest that activity in northern Manitoba will expand after several years of restraint. Whereas in past years, developments of this nature were often considered harmful to Indian people and their environment, future northern developments are now viewed with some positive benefits as well. This stems from two main factors:

- (1) the recognition among governments and industry that resource development should not be at the expense of geographical locations and the people that live within that area.
- (2) the recognition among governments and industry that the employment opportunities stemming from these developments should be available to the people within the area where the development takes place.

Some of the difficulties accompanying these opportunities are training, relocation, and employment following completion of the project. The demand



for employees in many of the northern mining communities is constant, however, unless many of the obstacles are overcome, Indian people will not recognize their fair share of these employment opportunities. While many relocation services are provided presently, a joint effort is required between the parties involved. One of the first steps is to raise the consciousness of the people to the opportunities that exist.

4. COMMUNITY FACILITIES AND INFRASTRUCTURE

A process that has been expanded over the past few years is Band involvement in large community capital facilities and infrastructure projects. The opportunity for further involvement by the Bands is enormous, however, many obstacles must be overcome. In many cases, the Bands lack experience in the tendering process, lack skills for specialized work, management, and/or equipment. However, it has been found that many of these obstacles can be overcome with proper advance planning.

## THE IMPACT OF FINANCIAL RESTRAINT

In order to portray the impact of financial constraint on the Region, we have selected two Programs and a sub-Program as illustrations. They are as follows:

- (1) SOCIAL DEVELOPMENT
- (2) EDUCATION
- (3) HOUSING

A central theme to all three of these areas is an increasing demand for quantity and quality of the services provided. Accompanying this increased demand is an equally important need for additional financial resources. While we are conscious of the need for restraint among the public sector as a whole, the delivery of basic services such as child care, housing, and education must be maintained if Indian people are to raise their general well-being to that of other fellow Canadians.

The three examples outlined below highlight the difficulty in rationalizing human-oriented programs. Much of the expansion of social programs during the 1960-70's was the result of a population phenomenon commonly known as the "baby boom". We are suggesting that the "baby boom" among Indian people, is only now materializing. Either additional resources are found to meet the growth of the 1980's, or the Department must radically re-think the types and levels of service provided to Indian people.

## SOCIAL DEVELOPMENT

### CIRCUMSTANCES:

#### 1. EMPLOYMENT

1.1 The economic situation in Manitoba is being felt more drastically in Indian communities than elsewhere in the Province, for historical and geopolitical reasons. Unemployment in 1980/81 will remain high. It is expected that the situation will remain more or less the same well into 1982/83. There will be but a very slight increase of job opportunities at Band administration levels, funded basically by Federal Departments. Job creation through entrepreneurial processes will be minimal especially if the present program trends from C.E.I.C. and D.R.E.E. are maintained. The termination of the Canada Works Program has curtailed many Bands' work activity projects which were essential in the areas of infrastructure and more particularly, housing.

1.2 The current and expected age composition of the Indian population spells problems in the next decade as the potential labour force (age 15 to 64 years), will increase substantially while the birth rate will decline. Such a combination might be favourable for a high standard of living for the Indian people if availability of employment and actual employment occur during the same period. The decline in the dependency ratio could also assist the Indian in a higher standard of living provided again that employment opportunities are taken advantage of.

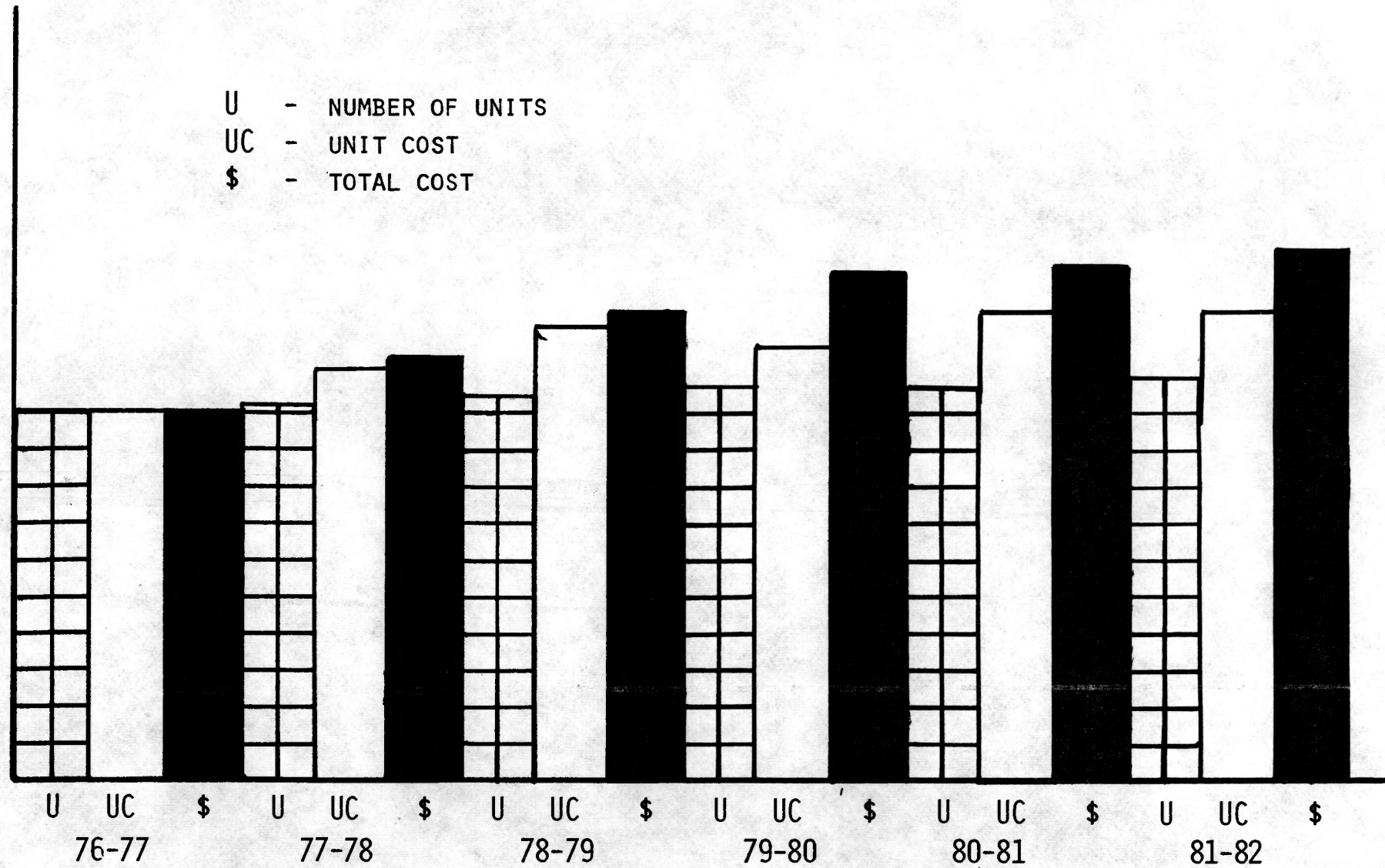


## 2. SOCIAL ASSISTANCE PROGRAM

- 2.1 The Social Assistance Program is expected to remain an "important" program in the Department for the wrong reasons. We must be careful not to subsidize other Departments' programs at Band levels (e.g., Band administration), or to increase dependency and subsequent erosion of the sense of responsibility and motivation to ensure self-accomplishment, respect, and a reasonable livelihood. The financial assistance and services provided to Indian individuals and families are to enable them and their dependents to maintain health, safety, dignity, and family unity. The Program's attempt is also to assist in strengthening family responsibilities and to support economic and social development in Indian communities through local and responsible governments.
- 2.2 Birth rate trends in Manitoba are slightly higher than the National Indian population average of 1.8%. The Indian birth rate is still more than twice as high as the Canadian birth rate. However, within the rate, the trends indicate a decline in recent years in spite of a greater number of Indian women entering the child-bearing years.
- 2.3 While looking at the current and expected age composition of the Indian population, the 1980's will be the Indian "baby boom" phenomena which was experienced by the general Canadian public 10 years ago.
- 2.4 As for shifts in the Indian population from on-Reserve to off-Reserve residency, the mobile age group (ages 20 -29) seems quite stable and will probably remain so for the next few years. The

S O C I A L   A S S I S T A N C E

U - NUMBER OF UNITS  
UC - UNIT COST  
\$ - TOTAL COST





trend, however, will still remain towards off-Reserve at approximately 26%. The economic situation in the Province and the economic stabilization effect in the cities, such as Winnipeg and Brandon, are contributing to limited job opportunities and a tight labour market. There are also more work activities in the Reserve communities and job opportunities in Band offices and at on-Reserve schools to attract and retain part of the labour force.

2.5 Housing on-Reserve is presently a concern. However, with the demographic projections as they are, this situation will become a very serious problem. The limited number of housing units contribute to community, family, and individual breakdowns in areas of child and adult care, health, education, law, cultural and moral values. There is an increase in principle family formations (age group 20 - 29 years) of at least 36% nationally and in single-parent families (mostly female). Demand for housing will, therefore, drastically increase during the next 5 - 8 years as the situation in Manitoba is similar in family formation and we still experience a backlog in housing units.

2.6 The presence of Tribal Councils in the Manitoba scene will continue to be felt. The process of Local Government dictates at this time the establishment of this type of structure. On a long-term basis (over five years), it is expected that the influences of Tribal Councils will diminish once individual member Bands acquire greater control and responsibility over their own affairs. There will be a need then to assess the situation and reorganize to meet



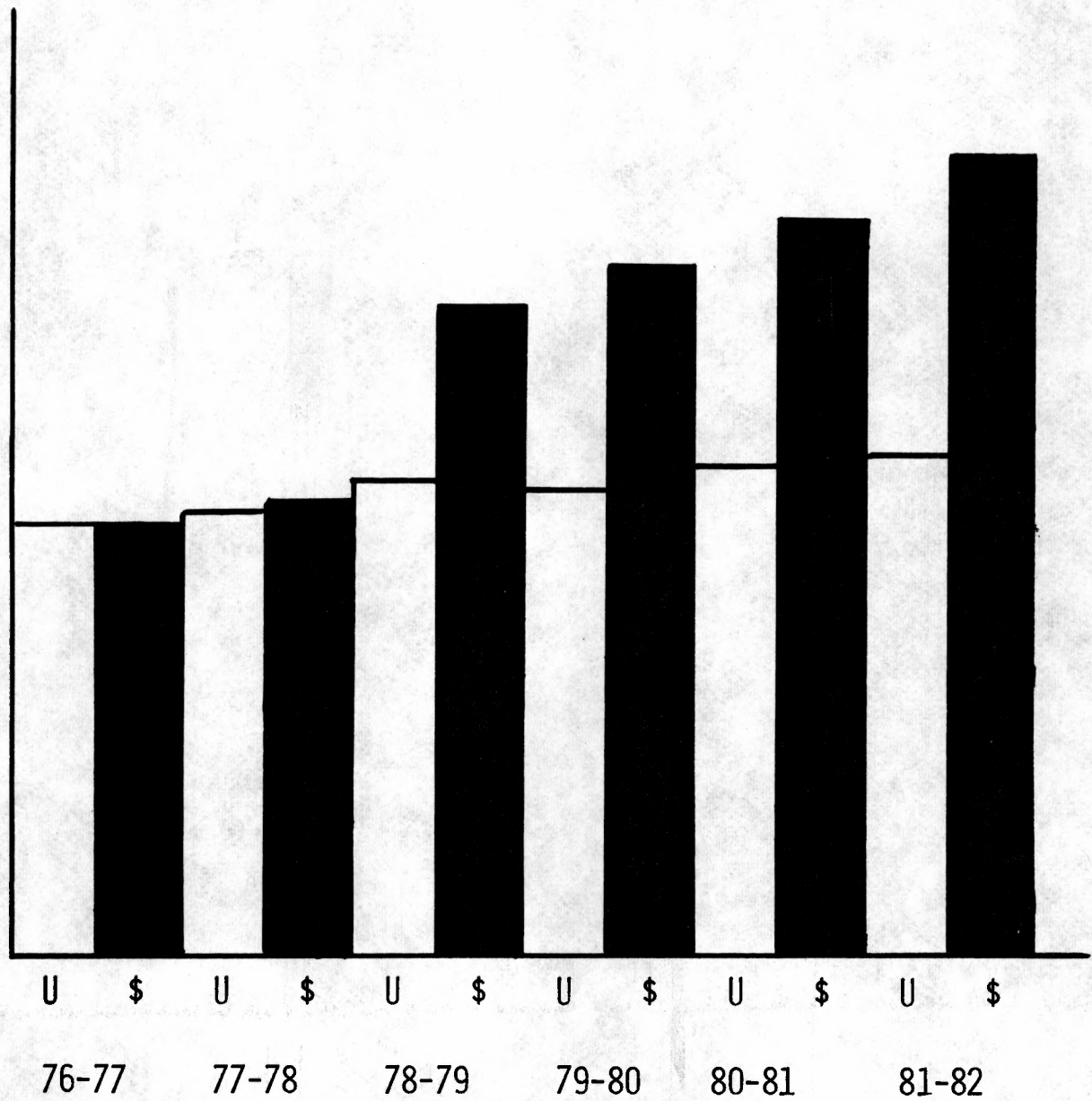
the new needs. For the smaller Bands, the hiring of a "specialist" will not be feasible at the Band level for budgetary reasons and, therefore, there will remain a need for "sharing" human resources. The more populated Bands will go on their own and fully run their affairs without the need of a Tribal Council or another level of administration.

### 3. CHILD CARE & FAMILY SERVICES

- 3.1 Child Care and Family Services in Manitoba are yet to be fully analyzed and understood as many of these services must be preventive in nature. Nationally, it is expected that by 1986, the adult age group (15 - 29) will represent 34% of the total Indian population. This is a 9% increase over the general population figure for the same period, covering the 15 years of age and under, the dependent population will represent about 32% of the total population compared to 48% 14 years ago.
- 3.2 Incidents of diseases and high death rates (twice the general Canadian rate), could conceivably add to a seemingly high percentage of Indian children in placement or taken into care through apprehension. Other reasons for abuses or neglect could be the over-crowding situation on-Reserve; lack of employment opportunities; change in lifestyle, recreation and leisure patterns; poor retention rate of children attending school, etc.
- 3.3 Alcohol related problems are numerous. The use of this drug alone from 1974-78 was a common factor in 83% of the sudden deaths of Indian people in Manitoba. An average of 70% of all suicides, homicides,

C H I L D   C A R E

U - UNITS  
\$ - TOTAL COST





drownings, motor vehicle accidents in Manitoba during this period were drug related. More than half of the sudden deaths occurred within a Band Reserve community and where the highest risk group are males, aged 16 to 25.

## RESPONSE:

### 1. EMPLOYMENT

- 1.1 The Native employment situation on-Reserve will not be significantly better, at least until 1983 as indicated. Such a situation will contribute to more Indian people applying for Social Assistance.
- 1.2 The labour force will increase substantially in the next decade. Unless the Bands, with support from the Department and other Agencies, create employment opportunities, the cost to Social Assistance will increase substantially because of social and economic reasons and the series of indirect costs related to idle labour forces. The fact that the birth rate will continue to decline during this same period of time could be advantageous to the working household.

The standard of living would be higher and would reflect on the whole community life. Prevention work could more easily be promoted with success.

The role of Social Development in employment schemes and work activities will have to increase in areas of co-ordination, sharing of information, planning and technical/administrative skills.



## 2. SOCIAL ASSISTANCE PROGRAM

- 2.1 The intended purposes of this Program must be reviewed. Social Assistance funds may be used to support projects with long-term employment possibilities, however, more planning and vocational/technical training under these types of work activities are necessary to show more efficiency in the use of these funds. Other Programs must work toward increasing their allocations to meet O & M shortfalls needed to make Programs, involving the use of Social Assistance funding, more effective in the creation of long-term employment opportunities.
- 2.2 With a slight decline in birth rate during the next decade, the Social Assistance Program will see a decline in the number of recipients only if long-term employment is created. A lower birth rate does not necessarily reduce the number of recipients if the rate of employment on or off-Reserve for Indian people continues to drop.
- 2.3 More services in counselling, recreation and leisure will become increasingly necessary. Construction in housing and the creation of employment will be a must. If the above needs are not met during the next five years, many Bands and Reserve communities will experience true hardships. Social Development must receive the level of support which will further the use of funds for employment purposes and services related to the curbing of social ills such as alcoholism, neglect and abuse.
- 2.4 The tight labour market situation in the major cities of the Province is keeping the mobile age group from migrating definitely to these areas. In fact, the

unit increase in Social Assistance above the normal population increase seems to indicate a move to Reserves of people who were previously employed off-Reserve. As a Band organizes its affairs more effectively and embarks on employment creation programs, the number of Band residents increases substantially. If it is the objective of the Department to increase the self-determination of Bands and its Band members, and support their activities and planned projects with human and financial resources, the phenomena explained above will continue to exist.

In Social Assistance expenditures, the mobility factor does not change the situation as Social Development is still dealing with a Provincial interpretation on residency. According to the interpretation, few Indian people moving off-Reserve really can establish residency for purposes of Social Assistance eligibility. This problem will remain until the Tripartite Committee for Manitoba decides to open this question for review.

- 2.5 The housing problem on-Reserve will be the major cause for the expected substantial increase in unit cost. Population increases, unemployment, population mobility, age composition, better organized Band administration and Band controlled programs will be contributing factors to high demands for new housing units.

Unless new and larger allocations of funds are provided for housing, Bands will increasingly apply for loans from C.M.H.C. and other lending Agencies with



a view to passing the cost of such loans to Social Development in requests for shelter allowances. Rent cost for on-Reserve housing has never been a charge to Social Development but commencing 1980/81, we will be accepting some rent charges. Policy and standard for the rent charges have to be established. The basic principle is that shelter allowances for an eligible Social Assistance recipient can be applied if other Band members are paying a similar charge for their accommodation.

- 2.6 The operation of Tribal Councils are an additional charge to the Social Assistance Program if they take responsibility over the monitoring of the Social Development Programs for all the member Bands. This cost towards Tribal Councils will increase during the next few years because it is expected that one more Council will be asking for this responsibility. It is also expected that in five years from now, the need in administrative costs will diminish in Social Assistance and shift to the area of Child Care and Family Services.

The process of Local Government is all-important. As the problem in areas of housing, unemployment, child care, alcoholism will increase during the next few years, it is absolutely crucial that more authority, responsibility, and accountability be given to Bands. Such a step is essential if these problems are to be resolved at the local level.

### 3. CHILD CARE & FAMILY SERVICES

- 3.1 The Preventive Services field is still a new area for development. Few resources are allocated here even if it is known that such services would greatly



alleviate the social and family life stresses on-Reserve.

The young adults coming of age may have difficulties during the next few years to cope with such things as over-crowding and unemployment. There will be frustrations and restlessness. The Band authorities, with support from the Department, will have to put an all-out effort to co-ordinate all activities and financial resources. Social Development will not be able to do it alone as "Social Development" is every Programs' general objective.

- 3.2 Minimum financial resources must be given to Social Development to promote Child Care and Family Services on most Reserves to prevent as much as possible a predictable increase in child placement and apprehensions.
- 3.3 Alcoholism is still a very serious problem. The causes for such a breakdown have been enumerated above under separate headings. Unless the issues of unemployment, housing, and preventive services can be partially resolved, there will be alcohol abuse and the related problems inherent to this abuse will remain.

## EDUCATION

### CIRCUMSTANCES:

In recent years, there has been a growing interest in education among the Indian people in Manitoba. This has resulted in a marked increase in Indian participation in the education process and system, and in a general improvement of Indian education.

Some of the manifestations of this improvement are described, in brief general terms, in the following paragraphs:

There has been a strong move, at both the community and political level, towards local control of education ranging from complete control of the total education program to administering one or two small education support programs. Presently, three Bands control the total education program (another five are interested in assuming responsibility for the total program shortly); all Bands administer one or more programs; several Tribal Councils are providing student placement and counselling services; and a Province-wide Manitoba Indian Education Board has been established.

A trend, which is gaining momentum in Manitoba, is to return Provincial students both from communities which had no high schools and from communities which had participated in joint Provincially-Federally constructed schools. This has resulted in a number of Reserve schools offering some or all high school grades.

It has also resulted in a number of Bands, after examining the Provincial school systems which their children have attended, requesting the re-establishment of Reserve schools. The first



community to be successful in convincing the Department to grant their request is Roseau River. It would appear that other Bands will see this as a change of policy and an option now available to them. In some cases, a move such as this will result in better achievement on the part of the students, in some cases it will jeopardize their education, but in most cases, not enough research has been done to make even an educated guess.

Statistics generally used to describe the effectiveness of school systems indicate that the education system is better meeting the needs of the students, i.e., the enrollment increases are higher than the natural increase in population of the community; the rate of retaining students in school for the more senior grades is increasing; the student attendance is improving; there is less vandalism in the schools. The improvements described are more apparent in schools where local participation is high.

A trend which has been recognized for some years is that an increased number of eligible Indian persons are entering university and professional training programs. (no longer are most of the students enrolled in programs specially designed for Indians.) This interest in post-secondary training has resulted in a substantial increase in the number of professional Indian educators, many of whom are now on the staffs of Federal schools, Band operated schools, Tribal Councils, colleges and universities, and Provincial school boards. This has increased the general awareness of both Indians and non-Indians.

#### PROBLEMS:

This growing interest in education has resulted in numerous problems, most of which could be solved or at least alleviated by the provision of additional funds.

### LOCAL CONTROL

While it is recognized that the initial Treasury Board's approval to turn programs over to Bands was granted on the condition that the program costs would not exceed the costs incurred for similar programs administered by the Federal Government, it must be recognized that there are some additional costs.

These additional costs are:

- a) start-up costs for designing and establishing education authorities and systems;
- b) administrative support staff required to administer the program;
- c) costs related to operating a school board/education authority;
- d) higher cost of purchasing supplies due to the absence of a centralized bulk purchasing agency;
- e) some "learning" costs, i.e., it is expected that newly constituted education authorities will make some errors resulting in additional costs.

### SCHOOL FACILITIES

Historically, this Region has generally received less Capital money than was required to meet the identified need of replacing inadequate and obsolete buildings, and to provide new facilities to accommodate higher enrollments and new programs. This shortage of Capital money has resulted in the construction of many temporary classrooms in over-crowded permanent school buildings, and in repeated postponement of major construction projects. This situation has also created excessive pressure on our rather meagre maintenance and repair budget in that the costs of maintaining temporary, crowded, and obsolete buildings is much higher than maintaining



new permanent buildings. The resulting situation is that many classrooms are over-crowded and in desperate need of a "face lift" and repair.

#### QUALITY OF EDUCATION

Another issue which has received much attention in recent years is the matter of quality of the education being provided to Indian students and the degree to which Indian students have achieved. Indian parents and educators have frequently pointed to the fact that there are very few Indian graduates. The allegation which then is made is that the quality of education is poor. Although this is not necessarily the logical explanation for the low level of achievement, the fact that low achievement begins in the early years of school was brought to light again by a standardized comprehension testing program recently implemented by the Provincial Education Department. Grade III and VI Indian students in the Interlake scored significantly lower than their non-Indian peers in the same general locale.

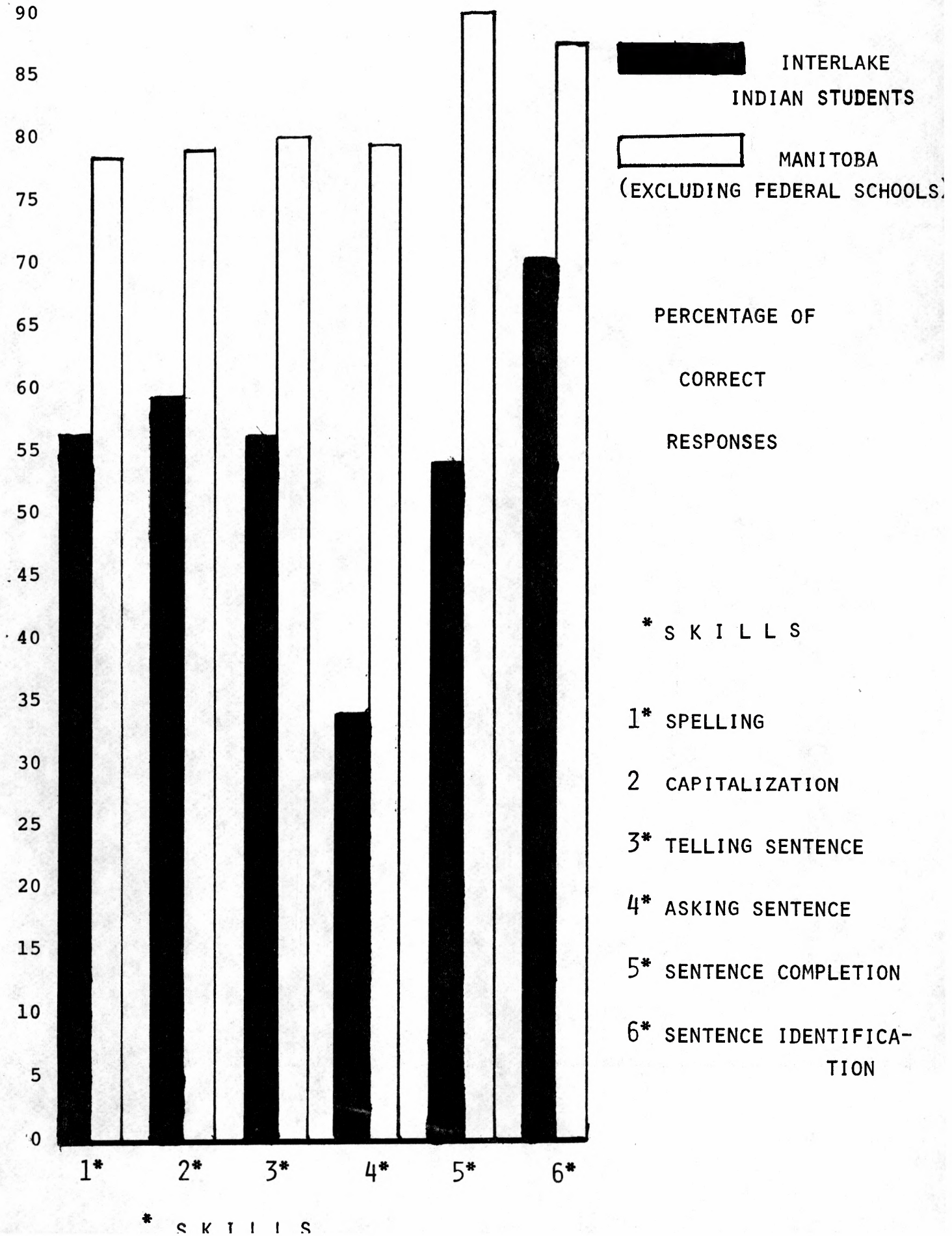
An examination of the statistics relating to age/grade placements also indicate that Indian students are generally achieving at a level significantly lower than their rural non-Indian peers.

#### **RESPONSES:**

##### LOCAL CONTROL

The Regional Education Branch actively supports and promotes local control when the community indicates a desire to assume responsibility for the education of its Band members. This support and promotion takes the form of providing advice relating to the process of take-over and systems to be considered by providing funds to enable the Bands to research

GRADE III





GRADE VI

85

80

75

70

65

60

55

50

45

40

35

30

25

20

15

10

5

0



INTERLAKE



MANITOBA

(EXCLUDING FEDERAL SCHOOLS)

PERCENTAGE OF  
CORRECT  
RESPONSES

\* S K I L L S

1) SPELLING

2) PUNCTUATION AND  
CAPITALIZATION

3) BASIC STRUCTURE

4) SENTENCE WRITING

\* 1

2

3

4

\* S K I L L S

\* 1 2 3 4

SEPTEMBER 1977

I S L A N D L A K E D I S T R I C T

70

65

60

55

50

45

40

35

30

25

20

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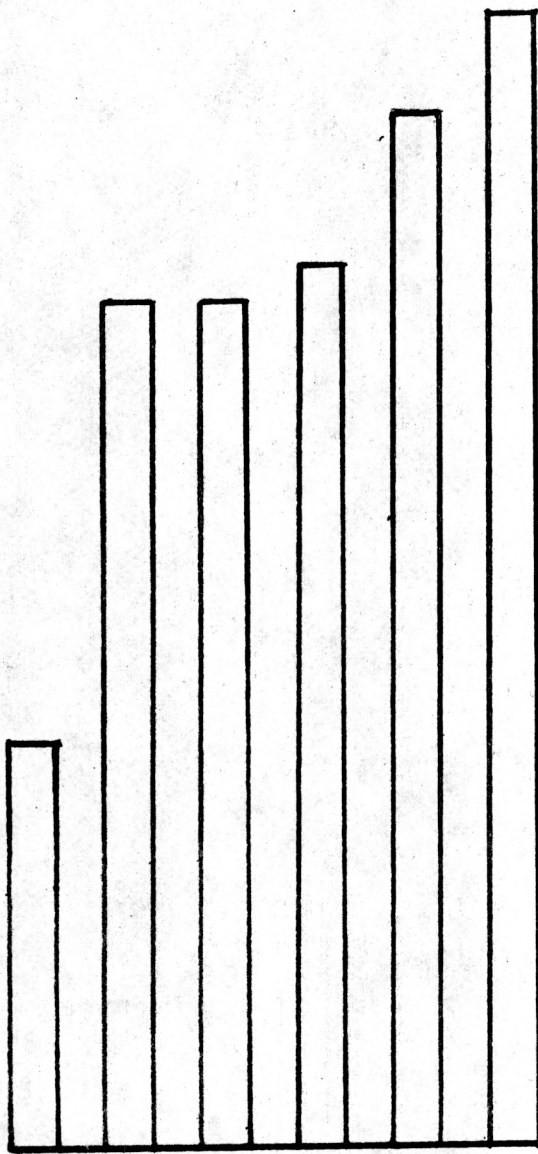
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PERCENTAGE OF STUDENTS  
WHO ARE  
UNDERACHIEVING

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G R A D E L E V E L





the issues and develop appropriate systems by making available to the Bands research done by other Bands, etc. The costs of the start-up portion of local control generally run between \$60,000. and \$90,000. and span anywhere from 12 to 24 months.

The Department, when examining budgets for this portion of the project, attempts to apply all the economics possible without jeopardizing the effectiveness of the final product, i.e., the local education system. In addition to this, each education agreement which turns over the total program to the Band, has a program evaluation requirement built into it.

#### SCHOOL CONSTRUCTION & MAINTENANCE

The aspect of the education program, which has experienced the most difficulty in recent years, is school construction and repairs.

#### CAPITAL EXPENDITURES

Because we have been falling behind the stated requirement at such an alarming rate, we have:

- explored the possibility of using more economical methods of construction;
- reduced the schools to "no frills" buildings; and
- co-ordinated the construction closely with Local Government to ensure the most effective use of funds for water and sewer services.

Even by using the allocated funds in the most efficient and effective manner, it appears as though the demand for new schools will continue to exceed that which we will be able to supply.

### MAINTENANCE

Many attempts to cut the costs have been made. The one having the most significant effect is the training of a local person/company to provide the repairs required.

### QUALITY OF EDUCATION

It is generally considered that the quality of education can be improved most quickly when strong parental support can be obtained; effective professional staff can be engaged; a carefully designed evaluation process is implemented; and effective professional leadership is provided.

In response to these five aspects of education, the Manitoba Region:

- a) has solicited parents to participate in the education process by establishing school committees and curriculum committees, by encouraging local control research groups to meet with parent groups and individual groups, by implementing a program of parent/teacher interviews;
- b) has engaged only certified teachers, and have established and supported special Native teacher training programs such as PENT and BUNTEP (currently 88 of the teachers in Manitoba schools are Native);
- c) has jointly, with the publishers of the reading series currently in use, begun to revise the readers as to make them more relevant to the Indian students' way of life. It has also developed and implemented a Native Studies Program, a bilingual program, and is developing curriculum in other areas of the program;
- d) has, jointly with the Bands which have taken over the total education programs, designed evaluation processes which are incorporated into the contribution agreements between the Band and the Department. The Department also



is developing "evaluation teams" which will carry out comprehensive school evaluations; and

- e) has recently designed a program which is intended to provide Native teachers with the opportunity to take educational leadership training. Also, Brandon University recently announced its intention to mount a Native Education Leadership Training course at the degree level.

Another approach to addressing the problem of low achievement in schools is the remedial program. Manitoba Region presently has no remedial program due to the fact that it requires a substantial number of person-years and a substantial material budget.

In summary, Indian education in Manitoba, a program which has the interest and support of Indian parents, should be given as much encouragement as possible. Problems exist but are being attacked as directly and forcibly as the resources allow.

## HOUSING PROGRAM

### CIRCUMSTANCE:

Probably no one program transcends more sections of the Department than the Housing Program. For many Bands and Departmental staff alike, "housing" has become the main priority of Indian people in the Manitoba Region. In an attempt to offset spiralling costs and an ever-increasing demand, communities have included a multitude of funding Agencies in their housing plans.

While housing may be a high priority with many Indian communities, unfortunately, it is not a high priority with many of the funding Agencies. Many funding sources previously identified are undergoing change with the result that Bands are often unsure as to what programs will be available. Combine this with deadlines that do not account for traditional employment opportunities, the housing season and special needs, all of which leads to a very unpredictable, and in many cases unworkable housing programs. It is a general consensus among external Agencies that the housing problem in Indian communities is the responsibility of D.I.A.N.D., and leadership for long-term solutions must come from within the Department.

The problem is really twofold. Firstly, the cost of the units has steadily increased while financial resources have remained stagnant. Bands did receive guidelines suggesting that the subsidy per unit could be raised from \$10,000. to \$12,000., however, many community leaders found this to be politically unattractive as the number of units would decrease. A review of sample costs indicate that much of the \$10,000. subsidy is consumed by materials. With average labour costs of \$4,500.



to \$5,000. per unit, it is evident that the costs of providing a unit is almost one-third more than the available funding.

The second part of the housing problem is the ever-increasing demand for more units and better quality units. This has been documented in the Housing Needs Analysis that was conducted Nationally. In addition, various Bands, Tribal Groups and/or Indian political organizations have expressed concern about Indian housing. The expanding growth rate in Indian Reserves has been documented in several publications including elsewhere in this presentation. Much like young unemployment, it is expected that the problem will get much worse before it gets better.

#### RESPONSE:

The response to this problem can be described as "ad hoc" at best. Based on available information, the Region has handled the problem as well or better than other Regions. This has been done through a combination of Capital funding and short-term labour programs. In the present fiscal year, the Region was successful in diverting transitional L.E.A.P. funds to assist in housing. Moreover, the Band Work Process has become a valuable funding source for more than one-half the Indian communities.

Certainly, the search for programs to cost-share the Housing Program continues, however, this really only provides short-term relief to ongoing and ever-increasing problem. It is apparent that more funding is required and that a more precise definition of the role of C.M.H.C. and C.E.I.C. must be determined.

With regards to funding, this is not to suggest that simply more funding is the answer. Certainly, the social programs

### HOUSING COSTS

<u>SIZE</u>	<u>MATERIAL COST</u>
24 x 28	\$ 8,644.00
24 x 32	9,412.00
24 x 36	9,884.00
24 x 38	10,575.00
24 x 40	10,858.00
AVERAGE, APPROXIMATELY 10,000/UNIT .. \$10,000.00	
AVERAGE LABOUR COST - \$4,500. TO \$5,000. (BASED ON AVERAGES:	
4-6 PERSON-MONTHS	
\$800-\$1,000/MONTH) .....	<u>5,000.00</u>
TOTAL COST/UNIT .....	\$15,000.00
TOTAL FUNDS/UNIT .....	<u>(10,000.00)</u>
SHORT FALL/UNIT .....	(\$5,000.00)



of the 1960's taught us that money alone is not the answer. Capital costs, however, do warrant special consideration. Probably no element of the Departmental budget has been more damaged by inflation than Capital projects.

As for the role of other Agencies, Bands are frustrated at the multiplicity of rules and regulations that surround something as vital as housing. It is apparent that there are many unanswered questions regarding the involvement of these Agencies in Indian housing.

In conclusion, the Regions can only do so much in solving the problems surrounding housing. The problem is of a National proportion and requires considerable action at the National level. Additional Capital funding and a clarification of the role of other Agencies would serve as a useful beginning to the solution of this problem.

## S I T U A T I O N     A N A L Y S I S

- LOCAL GOVERNMENT
- ECONOMIC DEVELOPMENT
- EMPLOYMENT PROGRAM
- LANDS, MEMBERSHIP & ESTATES
- ENGINEERING & ARCHITECTURE
- PLANNING PROGRAM
- INFORMATION SERVICES
- PROGRAM PLANNING & MGMT, SUPPORT
- PERSONNEL



## LOCAL GOVERNMENT

### CIRCUMSTANCE:

During the past five years, there has been a significant increase in the number of Band staff employees in the Manitoba Region with total Band staff, 1979/80, at 756 of which 186 are delegated the direct responsibility at the Band level to manage and administer programs and provision of direct services to the Band membership. With the emphasis for more accountability and better utilization of all resources, Indian Bands are striving to engage qualified Band staff to ensure that through good management, they can obtain the best results for every dollar received. In order for Bands to meet this objective, there is a constant requirement for adequate salary dollars and employee benefits to ensure the engagement of qualified staff and provision of continuity through secured benefit plans. Indian Bands in Manitoba are directly administering approximately 70% of the Manitoba Regional annual budget. The growth of Band management in Manitoba over the past five years and the transfer of responsibilities from the Department to Bands has increased at such a rapid pace that the Department has not been able to provide adequate Band Overhead funding enabling Bands to meet their basic objectives mentioned above.

### RESPONSE:

The Manitoba Region, Local Government Program, has and will continue to identify actual operational requirements to provide adequate salaries, employee benefit plans, and other Overhead costs such as Band office accommodation, heat, light, telephone, postage, supplies, stationery, insurance, equipment and maintenance in order to obtain the maximum resources through proper

budgeting and forecasting in order that the Band Overhead requirements can be met.

#### **CIRCUMSTANCE:**

There are currently six established Tribal Councils in Manitoba containing membership by 49 of the 58 Indian Bands. The Island Lake area has made their intentions known to establish as a Tribal Council during 1980/81 with an individual Band membership of another four Bands. There has been a rapid growth in the development of Tribal Council formations in the Manitoba Region starting with the Dakota Ojibway Tribal Council in 1974. There are currently three Tribal Councils that have assumed the total delivery of Departmental services in Manitoba resulting in the complete closure of Departmental Service Centre Offices previously located in Brandon, The Pas, and Ashern. With the advancement of the West Region Tribal Council and the Southeast Resource Development Council rapidly assuming delivery of Departmental programs and provision of services, it is forecasted that the Departmental Service Centre Office in Dauphin will be closed during 1981/82. In order for the Manitoba Region to transfer delivery of program responsibility to Tribal Councils, there is a need for the conversion of salary dollars to that of contribution dollars resulting in a decrease in Departmental employees. It has been proven that a one-on-one conversion from Departmental to Tribal Council employees is not adequate due to extra costs that Tribal Council staff require to cover employee benefit plans, additional travel costs due to lack of government fleet and gas credit rebates, and rental of accommodation due to Departmental accommodations being paid by Public Works Canada.

#### **RESPONSE:**

The Department, through negotiations with established Tribal



Councils, is forecasting the transfer of responsibilities in advance, allowing for the identification of conversion from salaries to contributions which requires Treasury Board authority. This will result in a decrease of Departmental person-year strength and an increase in Tribal Council staff strength. The Manitoba Region will stress the need for a National Policy involving the transfer of responsibilities and corresponding person-years to the Tribal Councils.

#### **CIRCUMSTANCE:**

With the inclusion of additional Capital resources made available to the Manitoba Region through the Manitoba Western Northlands Agreement, and with priorities stressed in Capital Infrastructure for provision of safe water supply as well as adequate internal roads, an abnormal requirement has been substantiated for the obtainment of additional operating and maintenance monies. This is due to the increased units of roads and the sophistication of the various types of water systems that have been constructed through Capital appropriations in Manitoba Indian communities. Due to financial constraints and the economy of the country as a whole, the Bands and the Region have experienced a shortfall in meeting the operational requirements of Community Infrastructure that has been put in place over the past five years. In many cases, the Bands have had to use Capital appropriations to undertake major repairs or renovations to Infrastructure that would not have been required if adequate operating funds were available.

#### **RESPONSE:**

The Manitoba Region has provided a total listing or inventory of the Community Infrastructure related to housing for all 58 communities which cover water systems, sanitation disposal

systems, units of roads, and have forecasted using historical cost requirements for additional resources in the operating and maintenance requirements for 1980/81 plus. The Regional Local Government Program is again attempting to advise and obtain from Indian Bands, the levy of a user's fee to partially offset the operating requirements of the systems currently in place or planned.



## ECONOMIC DEVELOPMENT

### CIRCUMSTANCES:

#### GENERAL

The Program continues to suffer from the lack of policy direction and the lack of flexibility in the fast changing reality of the Indian and Departmental approach to Indian Socio-Economic Development. The definition of the term "Socio-Economic Development" remains vague, and in some cases, the result is a social, community make-work type of development where the existing criteria for Economic Development are impractical and somewhat cumbersome.

Looking ahead, the Economic Development Program will be required to more clearly define its relationship to the Tribal Councils in delivering a Socio-Economic Development program for Indian people. The demand for more contribution dollars is expected to increase and more of the management of these dollars will be delegated to Tribal Councils or other Indian Organizations. Economic Development, in the more traditional sense, based on individual entrepreneurship and the reality of the business world, may exist only for a small number of Indian people.

### RESPONSE:

Faced with rapid changes and new demands for more social development in addition to traditional economic development, and faced with a shrinking work-force to meet these changes and demands, the Economic Development Program is redefining its role vis-a-vis Indians and Indian Organizations to make it more complementary and supportive rather than service oriented. The

Program organization will be restructured to dovetail with Tribal Councils, and emphasis will be placed on developing planning and service capabilities at the community level. Economic Development, in the traditional sense, will shrink as we redirect an increasing percentage of our budget to social and Tribal Council development. Concurrently, efforts will be made to increase the involvement of other funding Agencies in Indian Economic Development, and to provide co-ordination of these Agencies in project development.

#### CIRCUMSTANCE:

#### OPERATIONAL

##### 1. I.E.D.F. AUTHORITY

- 1.1 At the present time, authority for direct loans has been recalled to Headquarters resulting in untimely delays in finalizing documentation and disbursing loan funds.
- 1.2 Consideration should be given to establishing a Regional Authority for Bank Guarantees. In addition, a formal Guarantee Application Form should be put in place. Manitoba has done some work on this matter and submitted a recommendation to Headquarters.
- 1.3 The revised regulations in the Direct Loan Order, Section 5, differed from the previous regulations in that the interest to be charged on a loan is the rate in effect when the loan offer is signed. Under the present restrictions, documents are very often forwarded to Ottawa, and the time-frame for completion extends over the end of the current quarter. The interest rate changes, and in effect the offer that the client accepted is arbitrarily changed to comply



with the effective interest rate requiring a considerable amount of administrative work.

- 1.4 Over the past year and a half, there has been an increase in activity by Inuit people in this Region. In particular, John Hicks' Tourist Development at Churchill has required considerable support. Manitoba Region has been requested by Quebec Region to provide monetary and advisory services to Mr. Hicks' Tourist operation. This Region receives no allotment in contribution or loans to cover the activity of Inuits in Manitoba and an approach should be made to Headquarters to rectify this situation.
- 1.5 Interest rates are far too high for a "developmental" agency.
- 1.6 The free balance of the loan fund in Manitoba is rather limited and it is essential that the funds from accounts recommended for deletion be returned to the current allotment. Assistance to Indian businessmen in this Region may be curtailed unless the Regional Loan Fund is replenished.

#### **RESPONSE:**

The Region will continue pressing for solutions to these problems.

#### **CIRCUMSTANCE:**

##### BONDING

Many Indian businessmen in dealing with the business community at large are required to post performance bonds, for example,

under the Rail Bonding Program, C.N.R. has hired Indian companies to lift railroad tracks. Indian businessmen are unable to obtain bonding from regular sources, making it difficult for them to secure contracts.

**RESPONSE:**

Explore with other Regions and Headquarters the possibility of developing a system for bonding Indians.

**CIRCUMSTANCE:**

**2. PROJECT DEVELOPMENT**

- 2.1 Program dollars are not sufficient to meet the needs of Tribal Councils as far as staff support or project support is concerned, and as more funds are channelled to Tribal Councils, less is available for project development.
- 2.2 Regional authority for approving contributions still remains with Headquarters which is causing delays in project development and also causing the staff to receive undue abuse from Indian clients due to excessive time and possible loss of opportunities.
- 2.3 Isolation of clientele is still a major problem vis-a-vis infrastructure, transportation, banking, etc.

**RESPONSE:**

The Region will continue pressing for decentralization of authority and for more flexible guidelines for contributions. Program relationship to Tribal Councils will have to be redefined in the light of available program funds. More effort will be directed



toward co-ordinating the variety of resources necessary to the development of community infrastructure and services.

## CIRCUMSTANCE:

### 3. RESOURCE DEVELOPMENT

#### 3.1 FORESTRY

At various time, Forestry has become a vehicle for make-work activities and was no longer seen as a viable resource extraction industry. However, the potential of this resource is now being realized.

## RESPONSE:

The program is developing a working relationship with socio-economic agencies to facilitate the use of this resource to create meaningful work activities.

#### 3.2 TOURISM

This sector remains largely entrepreneurial and potentially viable.

## RESPONSE:

Program will be attempting to develop a sectoral program for this resource in conjunction with the Native Lodge Owners Association. This should enhance the entrepreneurial activities in this sector as Manitoba Indian Agricultural Program did in Agriculture.

#### 3.3 FISHERIES

Largely entrepreneurial, but has become non-viable in the Northern Corridor requiring increasing subsidies.

**RESPONSE:**

Because fishing is the largest employer of Northern Indians, Region will continue pressing for a firm policy statement respecting ongoing commitments to subsidize this industry.

**3.4 WILD FUR PROGRAM**

This sectoral program terminates in March. The Province of Manitoba is still undecided as to possible extension.

**RESPONSE:**

The Region is consulting with Indian Trappers regarding a possible extension. Response to date indicates the need for an extension to the program. Negotiations with the Province of Manitoba will continue in the hope of obtaining a one year extension to the existing program with a further four or five year extension with a revised program.

**3.5 BAND ECONOMIC DEVELOPMENT COMMITTEE**

While the concept was valid, this program has proven somewhat ineffectual because it did not coincide with the expectations of the Indian people.

**RESPONSE:**

This program will be redirected to Tribal Councils. The net benefits will include greater ease of delivery due to the smaller number of participants; and, emphasis on the development of planning and service capabilities at the Tribal Council level thereby ensuring that they can become the prime vehicle for Socio-Economic Development.



3.6 MANITOBA INDIAN AGRICULTURE PROGRAM INC.

This program continues to operate as a vehicle for the development of entrepreneurial viable enterprises in agriculture. The program is expected to be extended for a further five year period, however, program dollars and loan dollars, in particular, may not be available to supply the need.

**RESPONSE:**

Economic Development is working closely with the Manitoba Indian Agriculture Program to find outside sources for loan funds and contribution funds.

## EMPLOYMENT PROGRAM

### CIRCUMSTANCE:

As in the past year, the economic situation in Manitoba, as in the rest of the country, should not experience growth in "real terms" in the coming year due to the general contraction or leaning out of private industry to meet inflationary pressures.

The possible exceptions to this would be agriculture and resource based industry, such as logging and pulpwood.

The Native employment situation on Reserves reflects the "no growth" situation of the Region. Unemployment amongst Native people remains very high and the possibility for job creation is relatively low. This is particularly true for younger people. This problem is compounded by the relative isolation of many Indian communities.

Also, the direction that other Federal Agencies such as C.E.I.C. and D.R.E.E. are proposing will worsen opportunities for employment at the Reserve level. C.E.I.C. is proposing to redirect its impact to those people who have acquired the "motivation" to enter the labour force at some point to the exclusion of Indian people. Also, the proposal that employers be involved in terms of curriculum development and delivery of training with support from Federal/Provincial levels virtually eliminates Indian community participation.

D.R.E.E. is concentrating primarily on the "incentives" program with expanding existing enterprises and reducing its involvement in the creation of new industry in remote locations, particularly risk ventures.

Also, the elimination of the Canada Works Program will halt much community-based employment creation in the Capital infrastructure and housing areas.

#### RESPONSE:

The above conditions create a requirement for an innovative and aggressive climate in the job creation area, particularly with regard to the adult labour force in Indian communities.

In response to the above stated situation, the Employment Program thrusts in 1980/81 and in future years, for so long as these same conditions exist, will be to:

- a) Initiate discussions with Federal and Provincial Agencies to broaden the participation of their programs in order that they be responsive and supportive of skill development in Indian communities to ensure that Indian people are given the chance to explore the available opportunities and participate in their choice of specialized training for long-term employment.
- b) Facilitate Indian community initiatives in job creation which utilize both human and natural resources available to them to provide a socio-economic base for furtherance of community and individual goals and aspirations.
- c) Undertake an enlarged role in the resource sector, primarily in logging and pulpwood operations, to maximize Indian community long-term employment potential in this field. It is important that this takes place in 1980/81 so that Indian communities can establish their capability in the industry in order to maximize their opportunities for gaining future timber sales from the Province. We have, in the past, assisted several communities in this industry and expect



considerable expansion in the future as many communities are only now recognizing the potential of this market.

In addition to an expanded role in the resource sector, we will be directing our efforts to develop an atmosphere of industrial development, utilizing sub-contracting from major suppliers and related training at the Reserve level. This will, if brought to fruition, not only create employment but a diversified local economy. This will entail utilization of Band Capital to allow for the construction of the required Capital infrastructure.

Also, we will be directing our attention towards the Youth Employment Program. By utilizing a number of Canada Employment and Immigration Commission sponsored programs, the Employment Program will attempt to broaden its delivery of services to address the serious unemployment situation amongst young people.

## LANDS, MEMBERSHIP AND ESTATES

### CIRCUMSTANCE:

The delegation of administrative authority for Estates and Trust accounts from Ottawa is scheduled for April 1st, 1980.

### RESPONSE:

The Program has stated that this move should be accompanied by additional person-year resources. In addition, the Region should adequately prepare for the additional responsibility in a number of programs which are directly or indirectly affected.

### CIRCUMSTANCE:

The increasing knowledge of Band Councils and their staff has resulted in requests for detailed responses to matters of Lands, Membership and Estates. Less than detailed answers are often inadequate in terms of the Bands' needs.

### RESPONSE:

The Program is providing service to the best of its ability, however, the lack of field staff results in a heavy demand on Regional staff.

### CIRCUMSTANCE:

Delegation of further statutory responsibility from Ottawa, as well as transfer of present functions from Local Government are being planned.

**RESPONSE:**

The Program is suggesting that the ramifications of these transfers be fully explored before implementation. Additional person-year resources or responsibility-sharing should accompany any transfer.

**CIRCUMSTANCE:**

Several communities are exploring the benefits of Section 60 of the Indian Act. Historically, transfers under this Section have taken considerable time.

**RESPONSE:**

The Region cannot respond as quickly as desired due to more pressing matters in other Land and Estates areas. However, some results have been realized.



## ENGINEERING AND ARCHITECTURE

### CIRCUMSTANCE:

The continuing emphasis in Engineering & Architecture is now and will most likely be in the foreseeable future, a concentration on:

- replacement, extension and/or renovation of educational facilities in Manitoba;
- the continued development of Bands in the construction field through the use of Capital Contribution Agreements;
- the continued emphasis on the employment of Reserve residents or day Labour projects in order to reduce unemployment;
- the support, from a technical advisory point of view, on the development of economic development facilities; and
- the continuation of the high profile fire protection and prevention program instituted under the Northlands program.

### RESPONSE:

Certainly there appears to be little shortage of activity with an average Regional projection of Capital funds of 25 Million for the years 1980/81 - 1984/85. One major concern is the absolute necessity for the availability of funds and personnel to maintain the hundreds of thousands of dollars worth of fire protection equipment installed under Northlands. We are presently maintaining this equipment under Northlands, but this program will expire in March 1981, leaving Engineering & Architecture with no funds or personnel to continue the fire program. As

well, there is a tremendous amount of schools and associated infrastructure with no comprehensive approach to maintaining these facilities. It would seem reasonable to adopt an approach such as that taken with Capital Management to ensure that planned, progressive maintenance is assured for our Capital plant. Also, projected reduction in man-years will certainly require increased costs to individual projects in order to implement the proposed Capital projects since Capital man-years will have to be utilized. On the whole, however, it is felt that the Capital program is now under firm control and should present few difficulties.

## PLANNING PROGRAM

### CIRCUMSTANCE:

In the last five years, approximately 40 Bands have received funding for various types of community planning activities. Administration of the Program is now through the Band Councils rather than the Department, and local planners are being increasingly used rather than outside consultants.

The success of Band planning at the Reserve level is shown in the increasing number of Bands that want funding continued from one year to the next. This trend means that each Band will require planning funds on a continuing basis for an indefinite period. In addition, this trend means that unless the Regional Planning Program receives more funds, there will be less opportunity for Bands that have not already received funds to secure them in the future.

The growth of the Planning Program has been assisted through the Northlands Agreement. However, the Agreement is drawing to a close and an alternate means of support will be required to maintain the established level of community-based planning as well as provide for Bands who are entering the planning process.

In addition, certain Bands or groups of Bands are subject to impact (social, economic and/or physical) from an assortment of major off-Reserve projects including the Garrison Diversion Project, the Polar Gas Pipeline, Roseau River Channelization, northern uranium exploration and development, the Northern Flood Agreement, etc. These Bands will require additional



technical support and advice in resolving these issues.

**RESPONSE:**

The future emphasis of the Regional Planning Program will continue to be community-based planning through the development of local planning skills. The Program will encourage and support local Band planners by assisting and advising them on planning concepts, methodologies, and techniques. It is anticipated that the number of Indian planners will increase in the future and that soon all planners hired by the communities will be Indian.

Funding of Bands to continue their planning will be emphasized and technical assistance provided where possible to Bands that have not received funds.

Consultation with Tribal Councils on the role of the Regional Planning Program and on how the Program can co-ordinate with the other Programs to facilitate Band planning will continue.

Technical support and advice will be provided to Bands affected by major resource development projects.

## INFORMATION SERVICES

### CIRCUMSTANCE:

Media coverage of Indian Bands and events on Indian Reserves tend to be of a negative nature. Most news items relating to Indian people originate from daily review of police and R.C.M.P. reports, coverage of court cases, or are the type of "bad news stories" inevitably considered newsworthy. Because most reporters have no immediate access to information about Indian Bands, the published reports focus on these negative aspects.

In Manitoba, the major media outlets are located in Winnipeg. The reporters have little or no contact with Indian Bands and lack knowledge about events and issues critical to Indian people. Language and cultural barriers further inhibit effective news reporting. Budgetary restraints restrict direct contact with Indian Bands, and reporters working against deadlines, tend to work only within the City proper.

The tendency toward negative news coverage is less evident in northern Manitoba where reporters are accustomed to travel and know the Indian Band communities fairly well. However, only two reporters for major media in Manitoba (C.B.C. television news and one major daily paper) regularly cover the northern beat.

### RESPONSE:

The information Services Program has the objective to assist and promote a positive public image of Indian people by co-operating with Bands and Tribal Councils to bring their

accomplishments to public attention. To promote and facilitate media coverage, the role of Information Services is to notify media of events and developments on Reserves, co-ordinate media visits to Reserves, provide background information and contacts to news reporters, and to respond to news stories with additional information and clarification. Inherent to the Program is an advisory role to assist Bands to develop contacts with the media and to use the media to develop a higher profile. Ultimately, a well established two-way communication flow between the Bands in Manitoba and the media will overcome the current trend of negative coverage.

To facilitate the media relations process, the Band Information Officer Training Program provides training to Indian people in the fields of newspaper and broadcast reporting, to encourage employment of Indian people in various media. This Program also supports the development of Native communication programming in Manitoba.

#### **CIRCUMSTANCE:**

Aside from media coverage, the public has little contact with, or knowledge of, Indian people especially in regard to Indian Reserve communities. Further, because the role of the Department is one of service to Indian people, the public has little understanding of Departmental programs and responsibilities.

#### **RESPONSE:**

To increase communication between the public, the Bands, and the Department, a number of information and communication programs are in place and planned in the future.

Information Services co-ordinates and responds to requests for information from the public and maintains an ongoing infor-



mation program through the Provincial education system. Resource materials include free publications, films, posters, maps, exhibits, and co-ordination of speaking engagements.

Assistance is provided to Program Managers in media relations and public relations, including monitoring of information requests and news coverage and information dissemination to both the public and the media. Media Relations training is planned, and Information Services will be producing information materials and aids applicable to Regional needs.

Departmental radio programming and the Regional newsletter also serve to increase the profile of Band developments and Departmental programs and to facilitate the communication process.

PROGRAM PLANNING, MONITORING  
AND  
MANAGEMENT SUPPORT

**CIRCUMSTANCE:**

The re-organization of the existing Program Development and Review section has not received final approval for staffing. The remaining member of the five person staff, the Program Co-ordinator, is presently involved in residual and ad hoc duties of the Program, as well as providing support services to the Director of Operations. The overall objective of the proposed unit cannot, therefore, be fully pursued.

**RESPONSE:**

The Federal Government has reaffirmed its objective to improve management within the Civil Service in an attempt to ensure that Federally funded programs are delivered efficiently and effectively. The necessity of restraining Government spending at all levels requires that the Indian people now seek quality in their administration and delivery of programs as opposed to quantity.

In order to strengthen the Department's and Indian Managements' capabilities in the Manitoba Region, it is anticipated that the unit will concentrate on the provision and co-ordination of technical support and advisory services in the fields of long-term strategic program/resource planning and Regional program development and performance control activities for efficiency/effectiveness measurement.

## PERSONNEL

### CIRCUMSTANCE:

During the past few years there has been a significant increase in the number of employees declared surplus in the Region. The trend towards local control by Indian Bands and Tribal Organizations appears to be escalating and it is anticipated that surplus situations in the Region will increase further over the next few years.

### RESPONSE:

Although surplus employees will continue to have priority for transfer and reassignment within the Public Service, emphasis should be given in Regional Personnel Management plans to providing some retraining opportunities to vulnerable staff, including rotational assignments, where feasible.

### CIRCUMSTANCE:

Emphasis on increased participation of Native people in the Public Service will continue to be a high Government and Department Policy over the next few years.

### RESPONSE:

A Native Employment Action plan will continue to be developed and implemented within the Region, designed to increase the number of Native people employed by the Region and to provide greater opportunities for existing Native employees to advance to more senior levels within the Organization. The use of



training positions and I.I.R.D. positions will be one method of meeting these objectives together with the provision of career development opportunities to facilitate career advancement of existing Native staff. This will require commitment of resources by the Region in terms of person-years; salary; and, training dollars.

**CIRCUMSTANCE:**

While equal career opportunities for other minorities will continue to be a priority in the 1980's, there will likely be an increasing demand by Unions and employees generally, for equal opportunities for all.

**RESPONSE:**

Increasing attention will have to be given to training and career development needs of all employees, especially women. This will be done through the development of Personnel Management plans, specific action plans, and the careful review of employee performance review and appraisal reports.

**CIRCUMSTANCE:**

Departmental organizational training priorities, particularly Management training will have to be accommodated in Regional training plans.

**RESPONSE:**

Through the Regional Training Policy Committee, the Region will have to respond to Departmental organizational training

priorities aimed at improving organizational effectiveness by committing sufficient resources in the Regional training budget. Regional human resource officers will co-operate with Headquarters' training staff in the identification of needs and implementation of these training priorities.

**CIRCUMSTANCE:**

There will be a continuing and even greater requirement for accurate Personnel data by central government Agencies and Senior Management in the Department, as well as for use in human resource planning in the Region.

**RESPONSE:**

The Region will have to continue to provide sufficient resources to maintain Regional inputs to the Departmental Personnel information and related systems.

**CIRCUMSTANCE:**

Because of the uncertain future of careers within the Indian and Inuit Affairs' program due to increasing local control, staff turnover will likely remain high or even increase.

**RESPONSE:**

More "anticipatory" staffing will have to be carried out in the Region to meet higher turnover needs, which should be identified in Personnel Management plans.

**CIRCUMSTANCE:**

New directions and thrusts for the Region in the 1980's will likely require significant changes in the Regional organization and roles and responsibilities of Regional staff.

**RESPONSE:**

The analysis of anticipated organizational changes and their impact as identified in Personnel Management plans should permit appropriate job classification, training, staffing, and staff relation strategies to be developed to reflect the changing role and character of the Region.

**CIRCUMSTANCE:**

Some Indian Bands and Organizations have been requesting advice on Personnel administration policies and procedures appropriate for their Organizations. With the growing trend towards greater local control, it is likely that the need for Bands to develop appropriate Personnel policies and practices for effective management of their staff will increase, and the Region can accept more numerous requests for consultative assistance, advice, and training in this area.

**RESPONSE:**

A consultative mechanism should be developed between Personnel Services, Local Government, and Band Staff Training to provide a means of providing advice, assistance, and training where required to Indian people upon request, to enable them to develop Personnel structures, policies and practices appropriate to their needs.