



EVOLUTION OF THE LOCAL
GOVERNMENT PROGRAM

RESTIGOUCHE RESERVE
PROJECT #2-14-G-207
September, 1977

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Local Government - Restigouche Reserve (1973-1977)

Executive Summary

This study entails a review of local government with emphasis on the administration of programs since 1974 when administrative responsibility was delegated to Band Council. Methodology involved the development of a Band Profile, Appendix "A", a Summary of Programs and Funds, Appendix "B", a chronology of Events, Appendix "C", an In-Depth Review of the Social Assistance and Education Programs, Appendices "D" & "E", a look at the evolution of Administration, Appendix "F", and an analysis of all data and information in order to establish a framework for the next phase of local autonomy.

Achievement was measured in terms of the Department's objectives as delineated in our submission to Treasury Board on April 1, 1974, : "...in consultation with Indian and Eskimo peoples to innovate, support and encourage co-ordinated activities whereby Indians and Eskimos may achieve their cultural, economic and social aspirations within Canadian Society".

The study reveals that the evolution of Local Government at the Restigouche Reserve has progressed at a reasonable pace given the relatively short period (1974-1977) involved. While management and administrative improvements are naturally still being pursued, the Band Council's commitment to providing responsible local government administration is indicative of the progress achieved.

It is important however that both the Department and the Band recognize that advances in administrative competence are not sufficient to ensure full local autonomy. The team has stressed in the report the need for the Band and Department to develop means by which full political autonomy may be pursued. This includes not only the policy decision-making process between Council and Region but also the processes which assure Band members input to and support of Council actions.

These then are seen as the priorities for the next phase in local government on the Restigouche Reserve and constitute a major element in the team's recommendations:

1. That the sovereignty of Band members be formally established: through scheduled mandatory public meetings relative to the delegation of administrative authority, the continuation of delegated authority not previously sanctioned by Band members,

and proposals for major projects; by providing that each head of household on the Reserve receive a copy of the balance sheet from audited financial statement at year end and a statement of revenue and expenditures for the previous year.

2. That in addition to its on-going advisory role, and as Band administration is capable of assuming all possible delegation under the Financial Administration Act, the Department take on a role similar to that of a Municipal Board to supervise adherence to agreements reached with Band Council in accordance with Recommendation No. 1.
3. That the policy making and budgeting processes recognize the political authority vested in the Chief and Council by ensuring that decisions on these matters are the result of joint consultations and negotiations between Council and the real Regional decision makers (i.e. R.D.O., R.D.G.)
4. That Band Members, Band Council and the Department review the programs listed as "transferable" and examine implications in terms of service to the individual and advantages to the Band. For example, consideration could be given to the idea that experience in municipalities across the country has shown that it is in the interests of welfare recipients, and of the source of funds, to administer social assistance from "arms length" to preclude any suggestions that it is subjected to political influence or personal favouritism. Such programs are usually delivered from an area council vantage point.
5. That Region undertake to review with Band Council, without undue delay, current problems such as: the job creation element of capital projects; the collection of user fees by Band Council; the policies concerning the purchase of land from the R.C. Church as reserve land; the implications of a District or Tribal Council as opposed to the re-establishment of a district office.

1 - INTRODUCTION

Management Consulting Services undertook a review of local government on the Restigouche Indian Reserve, for the period 1973 to 1977.

The study was initiated by the Director, Program Evaluation Division at Headquarters, but was carried out on behalf of four clients:

Band Council, Restigouche

Acting Director, Planning, Quebec Region

Director, Local Government, Ottawa

Director, Program Evaluation, Ottawa

The primary objective of this study was to review the evolution of local government process at the Restigouche Indian Reserve, and to make recommendations which would lead to improvements in the Band's ability to manage its own affairs. A copy of the Engagement Memorandum is attached as appendix "G" of the report.

The back-up material for the report is contained in appendices "A" through "G".

The report itself discusses the problems in broad, general terms, reaching basic conclusions and making general recommendations.



Chronological No. - Numéro consécutif
RESOLUTION NO. 50
File Reference - N° de réf. du dossier
Band Government study

BAND COUNCIL RESOLUTION
RÉSOLUTION DE CONSEIL DE BANDE

NOTE: The words "From our Band Funds" "Capital" or "Revenue", whichever is the case, must appear in all resolutions requesting expenditures from Band Funds

OTA: Les mots "des fonds de notre bande" "Capital" ou "revenu" selon le cas doivent paraître dans toutes les résolutions portant sur des dépenses à même les fonds des bandes

THE COUNCIL OF THE LE CONSEIL DE LA BANDE INDIENNE	RESTIGOUCHE BAND COUNCIL	Current Capital Balance Solde de capital	\$ _____
AGENCY DISTRICT	QUEBEC REGIONAL OFFICE	Committed - Engagé	\$ _____
PROVINCE	QUEBEC	Current Revenue balance Solde de revenu	\$ _____
PLACE LIEU DE L'ENDROIT	RESTIGOUCHE	Committed - Engagé	\$ _____
DATE	25 DAY - JOUR 10 MONTH - MOIS AD 19 78 YEAR - ANNÉE		

WE HEREBY RESOLVE: Pursuant to the Band Government Study done for RESTIGOUCHE, PAR LES PRÉSENTES: Restigouche and further to a meeting with the Regional Director, his Assistant and the Program Directors on September 26, 27 & 28th,

We hereby request and resolve that the following (6) six recommendations be implemented and adhered to in order to accelerate and facilitate the goal of local self-government for Indian Bands demonstrating such capability and responsibility:

- I That, the Restigouche Band Council negotiate directly with the Asst. Regional Director of Operations on methods of program delivery, priorities and objectives of the community by having, at least bi-annual meetings with the Council; and
- II That, the Restigouche Council on its part, shall keep the public informed through Public Meetings and Public Notices, of Programs, Revenues, Expenditures and Projected Development; and
- III That, the Department through its Program Directors shall take on an increasingly advisory role and thus make local government more autonomous; and
- IV That, the Department, with the Restigouche Council shall mutually determine the measurable objectives for locally administered programs to assure that both programs and funds are locally administered; and
- V That, such studies as the Band Government Study shall be up-dated and re-evaluated within five years to determine the degree of decentralization growth and the related success or failure of the transfer of particular programs; and
- VI That, future decentralizations of programs shall specify a period of co-management and determine a date for full decentralization and administration of the program after mutually agreed upon criteria have been met; and

A quorum for this Band
Pour cette bande le quorum est

consists of
fixé à

Council Members
Membres du Conseil

We further request a written report of the Department's Study Committee Evaluation of the said Band Government Study.

Anthony Sedam
.....
(Chief - Chef)

Simon Hédou
.....
(Councillor - conseiller)

Alphonse Gauthier
.....
(Councillor - conseiller)

Donald Sumner
.....
(Councillor - conseiller)

Alvin Sicaire
.....
(Councillor - conseiller)

Vandy Wypate
.....
(Councillor - conseiller)

Robert Wypate
.....
(Councillor - conseiller)

Marie-Josée Bouchard
.....
(Councillor - conseiller)

The Study Team appreciates the assistance and co-operation extended by the Departmental and Band staff, and Band Councillors during the study. The Team also wishes to acknowledge the assistance of R. Labillois, Band Researcher.

It is noteworthy to mention that the information contained in this report is based on the work of previous Band Councils who operated through a difficult phase in the evolution of Local Government. The role of the Band Council at Restigouche is becoming increasingly sophisticated as the decentralization of Local Government Programs fosters an increasing awareness of the methods to pursue community progress. The establishment of agreements for the Education of Reserve children involved negotiations with both federal and provincial governments and contributed highly to the Band Councils capability in dealing with various levels of government.

2 - COMMENTS/EXPLANATIONS FOR APPENDICES

2.1 Community Profile - 1972 and 1977

The Band profile is intended as an information base to provide indicators for changes taking place over a given period of time. These changes can be related to services provided to a Reserve through Local Government activities and programs.

These indicators can be used as:

- a measure of achievement by various programs
- a planning base for projecting future needs
- a basis for supporting budget and fundings requirements

Each client in this study should review the profile and determine which information is useful and why, as a basis for future compilations and updating of the information. The review should be co-ordinated at Headquarters level and related to similar studies to be done in other areas of the country.

2.2 Local Organization - 1972-73
- 1976-77

The two organizations should be examined and compared in relation to the history of program transfer in the next section of this report. The 1972-73 organization existed to look after Band oriented activities only.

The 1976-77 organization reflects the impact from the evolution which took place in the next four years as a result of Program Transfers, and is an indication of the impact of Program activities which were formally a responsibility of the Department.

It was impossible to identify the same impact on the Regional/District Departmental level organization because of the many factors which influenced reorganizations and staffing which took place over the same period. It would have been interesting to be able to relate one to the other.

CHRONOLOGY OF EVENTS:

2.3 History of Program Transfers

This part of the report contains the most relevant information in terms of the study objective.

Part I gives dollars and dates by fiscal year on what has happened and when.

Part II provides more detailed information by Program on why and how events took place.

It is the background and basis from which the team will draw its conclusions and make recommendations for the study.

METHODOLOGY

Phase 1: BAND PROFILE

Phase 1 of the study involved the determination and selection of information sources at the Band and Regional levels to comprise a Community Profile for the fiscal year 1976-77. This information and data was identified and compiled commensurate with a standardized Community Profile format developed by the study team. Information and data were extracted from Band and Regional Office record systems to depict the physical, demographic and economic characteristics of Restigouche Reserve at the selected point of time.

The section entitled "Physical" data in Appendix "A" comprises information data and statistical indicators which demonstrate the changes which have occurred in community infrastructure facilities, housing, etc., over the period 1972-1977. This information was compiled from Band and Regional records, site observations and a review of updated plans produced by the firm of Gaston St. Pierre of Quebec (engaged to compile resource inventories for development planning). This section is intended to present empirical evidence of the progress made in community development over the study period.

The section entitled "Demographic" data in Appendix "A" comprises information, data and statistical indicators which demonstrate the social changes which have occurred on the

reserve over the study period. For the most part, this information was compiled by the Researcher engaged by the Band to assist in the conduct of the study. The Band Researcher designed a standardized form and obtained the entries by means of a "House-to-House" survey.

The section of the report entitled "Economic" data in Appendix "A" comprises information data and statistical indicators which demonstrate the economic development which has occurred to date on the Reserve. Information was collected relating to a variety of "potential" economic indicators. The Study Team endeavoured to analyze the variability of these indicators to determine how and to what extent internal and external economic conditions affected economic development on the Reserve.

The section of the report entitled "Chronology of Events" in Appendix "C" is a capsule summary of major events, program transfers and dollar decentralizations which contributed to local government evolution on Restigouche Reserve. This information is presented by a fiscal year in both a narrative and tabular format and reflects in an orderly sequence the events and issues which contributed to the evolution of local government on the reserve over the study period.

The information in this section was extracted from Regional and Band records and reports, Band Council Resolutions and financial statements for the fiscal years 1972-73 to 1976-77. This section is intended to provide information which is comprehensive in scope rather than in detail and provides an information base with which to trace the evolution of local government programs.

Appendices D and E of the report entitled "Analysis of Select Issues" comprise a comprehensive analysis of specific issues selected by study clients and team members which were believed to have a significant impact on the evolution of local government on the Reserve. This section involved numerous interviews with Band Councillors, Band Administrative Staff and Regional Office staff, reviews of correspondence and reports and the tracing of a variety of administrative systems and processes affecting program delivery and transfer for Restigouche Reserve.

The study methodology was designed to be sufficiently comprehensive to satisfy some secondary objectives which were of interest to individual clients:

(i) The Band Council specifically requested an assessment of the feasibility of establishing a District organization on the Restigouche Reserve which would service Restigouche,

Maria, Viger and the Gaspé Bands and which could effect improvements in these Bands' abilities to manage their own affairs.

(ii) The Director, Program Evaluation Division in Ottawa requested that the Study Team develop and test a prototype or experimental model which could contribute to a standard mechanism or tool by which the evolution of local government programs could be analyzed and assessed.

METHODOLOGY FOR ANALYSIS/SYNTHESIS

The Study Team endeavoured to analyze the empirical data and information compiled in Phases 1 and 11 of the study to determine:

(i) the evolution of the Local Government Program on the Reserve in the light of the attainment of existing policy objectives.

(The Department's objective for the Local Government Program as outlined in the Deputy's submission to the Treasury Board 725973 - April 1, 1974 is: "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". In line with this objective Departmental policy is to assist Councils at their request and commensurate

with their ability to assume greater responsibility for the management of programs and services which are needed in their community").

(ii) the evolution of local government on the Reserve in relation to those formal administrative processes which were established to govern (a) Program transfers to the Band;

(b) Program delivery to the Band
programs administered by the
Regional Office on behalf of the
Band;

(c) Program execution by the Band once
transfers have occurred.

RESTIGOUCHE PROJECT

1. Political and Administrative Decision-Making Roles

The major problem identified during this study was the conflict between providing the Indian Band with maximum ability to determine the needs, priorities and methods of delivery for program services, and the Department's requirement to exercise sufficient administrative and financial controls over the expenditure of government funds.

Study Approach

The existing legislation such as the Indian Act and the Financial Administration Act defines the system of checks and balances upon which administrative systems are based. The Study Team attempted to determine whether administrative controls over and above those required by legislation were interfering with the Band Council's decision-making authority.

The Study Team endeavoured to split the political/policy decision-making role, the technical role and the administrative role of the Band Council and Department so that their responsibilities relative to these three concepts could be more effectively analyzed. Furthermore, the Study Team attempted to determine the impact Departmental administrative control has on the Band

Council's ability to exercise the political authority provided in the mandate of their electorate, and vice-versa.

The study methodology was based on the assumption that departmental goals for the local government program are currently valid.

That is, the department's objectives for the Local Government Program involves the "support and encouragement of co-ordinated activities whereby native peoples may achieve their cultural, economic and social aspirations within Canadian society". (TB 734786, April 1974).

The Band Council interprets this objective as one which sanctions the pursuit by a native community of self government through the attainment of optimal political autonomy; the local government program is intended to respond to the needs of a community which, through democratic political processes, governs itself in accordance with the wishes of its electorate. For the purpose of the study, the Study Team accepts this interpretation which is set out in Program Directive D-1, and endeavoured to analyze local government as a sub-system of Canadian society in order to determine if the evolution of local government demonstrates a trend towards, and an increase in, the relative degree of sub-system autonomy.

The Treasury Board submission indicated that the department would pursue this objective through an expansion of the existing Contributions to Bands Program (T.B. 734786). Departmental policy for this expansion was established as; "In line with this objective Departmental policy is to assist Councils, at their request and commensurate with their ability, to assume greater responsibility for the management of programs and services which are needed in the community".

Following the promulgation of Treasury Board Submission 734786 the department issued a series of directives to establish the policies and practices of Indian Local Government. These directives, entitled

- (i) D-1 Indian Local Government
- (ii) D-2 District Councils
- (iii) D-3 Band Core Funding
- (iv) D-4 Band Operated Local Services

specified the roles and responsibilities which the Band Council must adopt when applying to administer a transferable program locally.

These directives included a number of administrative procedures and practices established to govern the administration of local government, and defined the roles and responsibilities of the department and Band Councils which would result from the transfer of programs to local administration.

For example, Program directive D-1, Indian Local Government specifies in article 3.6 that "A Band Council is responsible for determining the needs, priorities and method of delivery for program services". Article 3.9 of the same directive stipulates that "the Department will participate in the planning and/or administration of local services that are managed by a Band Council or some other organization when departmental funds are contributed to the services".

In the case of the Restigouche Reserve there exists little opportunity for raising reserve/municipal revenues. The community does not have a tax base and little revenue is generated from user-fees for municipal services. The department must therefore provide the major portion of program dollars for local government programs on the reserve and is required to participate in planning and administration of most local government programs. The department is also accountable (under the Financial Administration Act) for expenditures of public monies made under these programs by the Band Council and must therefore exercise close monitoring of the expenditures to ensure that these funds are properly administered and accounted for.

The Band Council firmly believes that the authority to administer a program includes the authority to adapt the programs to meet their own particular needs and

circumstances. From their perspective, other than the attendant job creation benefits, there is no other reason for pressing for program decentralization. The problems encountered when the Social Welfare program was decentralized, whereby the Band Council assumed it had the right to determine the appropriate distribution of funds, is a prime example of this.

Similarly the Band Council sees the administrative process for determining and administering budgets as arbitrary, over-controlled and not responsive to their own political objectives. As a first step in the financial planning process, Bands are required to prepare a two year projection of their O & M needs and a five year projection on Capital requirements.

These projections are used as a long range planning tool by the Bands and also form the basis from which the Region can prepare annual estimates which are approved one year in advance of the next fiscal year.

Restigouche prepares its budget in January, submits it to the Region in early February for approval by early March. This enables the Band to adjust its Programs by April 1, based on the approved budget dollars.

A situation has arisen where annual Band budgets are approved against Departmental estimates which are already a year old and already approved for the coming fiscal year. The net result is the seemingly arbitrary cuts due to insufficient funds, and the perennial supplementary requests for funds later in the fiscal year.

An analysis of the programs which have been transferred to the Band has indicated that virtually all programs currently administered by the Band require input to their planning and administration by the department since all programs involve departmental funding under the "Contributions to Bands" Program.

Band Perceptions

A review of locally administered Programs indicates that the department has met its obligations to the Band in terms of participation in the planning and administration of programs to which the department contributes funds.

However, the Band Council perceives that departmental participation in planning and administration of transferred programs has exceeded legislative requirements to the point where the input is not in keeping with section 3.6 of D-1 or with the overall objective of the Local Government Program. The Band

Council perceives that the level of administrative control currently exercised by the department pre-empts their ability to determine "the needs, priorities and method of delivery for program services" to their community. The Band Council views this situation as an obstacle which precludes their pursuit of political autonomy.

It is understood that in the allocation of O & M funds, there is minimal room for negotiations. The need for dollars is directly related to the cost of services required and is limited by the amounts available.

However, administrative controls exercised by the Region prevent the Band Council from making changes in priorities on an ongoing basis according to emerging needs without prior clearance with the Region. The Region controls cash flow, disallows transferring funds between sub-sub-activities at the Band level and does not permit savings in one area to be used in another.

These tight controls create complex accounting procedures for the Band, as well as frequent conflicts between Band and Regional staff.

In addition, the Band Council at Restigouche is not informed of the overall financial perspective on a Regional Basis. The Band Council is concerned that, during the process of budgeting allocation, District

organizations receive priority and that Bands which do not belong to a District are allocated funds from the "leftovers" not committed to the Districts. The Band Council feels most vulnerable to budgetary cuts and austerity programs. Capital fund allocations are perceived as being more open to negotiations. They are allocated at the Regional level on the basis of well defined projects. The criteria for selecting projects for funding is not precise and takes into consideration many factors such as:

- National or Regional priorities;
- Local situations at the Reserve level;
- Technical Quality of plans;
- Band Priorities;
- Project value.

Once the projects are approved, they are transferred to Districts for administration, or held by Region for Bands such as Restigouche who deal directly with the Region. In either case, Bands can be given responsibility for administering subject to a written agreement with Region/District.

Funds for a project which cannot be completed cannot be re-allocated by a Band or District. It must be returned to Region for review and re-allocation based on Regional priorities.

This process effectively places the major decision-making authority in the hands of the Regional public servant rather than with the Band politician.

This is especially frustrating to the Band Council since it views the infusion of capital funds into the Reserve as the major source of economic development and job creation. The Band Council establishes priorities for capital construction projects commensurate with the number of jobs the project will generate. The Band Council approaches capital construction projects from a labour intensive stance. It avoids large capital outlays to off-reserve individuals for the use of heavy equipment, substitutes cheaper Reserve labour, and effectively reduces their estimates for the completion of these projects.

However, Departmental administrative processes such as the costing of projects by Technical Services on the basis of a National Master Specification System, the requirement for stringent standards, the need for a Township Development Plan, and the requirement for basic community infrastructure projects to be supported by evidence that they can pay their own way through user fees, connecting charges etc., as well as the close financial monitoring and control exercised by Region, are all seen as acting against this key Band objective.

In summary the Band Council perceives these administrative controls as effectively preventing them

from either exercising control over their future or managing their ongoing budgets.

Regional Perception

The Regional staff's perception of their responsibilities is basically that:

- the Department is responsible for the welfare of the individual Indian under the Indian Act and must protect individuals from potential inefficiencies of the Band Council in administering the Programs;
- the Department must be financially accountable to Canadian taxpayers and therefore must monitor expenditures;
- close monitoring enables the Region's staff to anticipate deficit budgeting so that additional funds can be justified in supplementary estimates.

Departmental policy is that program transfers requested by the Band Council will be executed once the Band Council has demonstrated the administrative capacity to undertake them effectively.

The department responded to Band Council requests for program transfers by training the Band Council personnel in various fields of administration and by initially maintaining close monitoring of the administrative activities of the Band Council.

The department's caution during program transfers and the initial stages of their administration by the Band is well founded: The programs undertaken by the Band Council far exceeded the scope and complexity of locally administered programs which are characteristic of a non-native community or municipality. There is also a serious lack of detailed, definitive legislation (i.e., The Planning Act, the Municipal Act, etc.) such as is used by non-native communities to control and administer local government programs. Nor is there the sophisticated organizational support system (e.g., Regional Government, Provincial Government) available to assist the Native Indian Councils as there is for the typical Municipal Council.

This need for caution has been substantiated by events since 1974 when the department notified the Restigouche Band Council of its intent to decentralize various transferable local government programs to the Band Council level for administration. The Band Council responded to this notification by requesting authority to administer the majority of the local government programs which the department defined as transferable.

It is clear from the analysis that both the department and the Band Council wished to effect the program decentralizations as quickly as was possible. The training, guidance and assistance, which the department was obliged to provide to the Council's administrative staff in order to ensure that the Band Council possessed the administrative capacity to undertake programs, became diluted due to the number of programs being decentralized at one time.

The first major program for which the Band Council accepted authority to administer was Social Assistance. This program involved large sums of money and was highly sensitive in that its administration required specialized inter-personal skills combined with effective administrative capability.

In spite of both departmental and Band Council efforts, a review of financial audit statements indicates that serious administrative errors were committed, social assistance funds were dispersed in contravention of established regulations, and financial controls were inadequate to prevent the progressively worsening situation. As a consequence, the department was obliged to rescind the delegated

authority for the administration of the program and to engage a departmental employee to administer social assistance on behalf of the Band Council.

The Department wished to remain responsive to requests for authority from Band Councils and was hesitant to withhold the program decentralization. To avoid repetition of the Social Assistance situation however, the Region has decentralized other programs on the principal that close monitoring of administration would ensure compliance to regulations and legislation.

The result has been frequent monitoring visits, tight restrictions on transfers of funds between sub-sub-activities, and the transfer of funds on a quarterly basis subject to a review of expenditures in the previous quarter.

Conclusions

The confusion of political/policy prerogatives exercised by the Band Council and the administrative requirements which the Council must exercise for the department is a major cause of the problems experienced and perceived by the Band and the Region.

On the one hand the Band Council attempts to exercise political judgements in administrative areas, and on the other, the Region reacts by imposing administrative controls which the Band perceives as effectively minimizing their ability to control their destiny.

It will be necessary for both parties to recognize that they are part of the normal Canadian political/administrative process, and that each has quite separate roles: i.e., political (policy making) and administrative (management).

Political Role

This is an important role of the Band Council and is embodied in Program Directive D-1, article 3.6. As elected representatives of the Band they are responsible for determining the needs, priorities and methods of delivery for program services, and for negotiating the authority (and funds) to attain these with Regional Management.

The Council is directly accountable to the Band Members in this area - and not to the Department. Band Members have the right to demonstrate their approval or disapproval of the Council's performance (in interpreting Band needs and priorities and in negotiating increased services) during Band Elections.

Regional Management's role in this process is to advise (not direct) the Council on Band needs and priorities; to ensure agreements regarding program services and their methods of delivery are consistent with departmental objectives, policies, regulations etc.; and to allocate the means (i.e. money) by which the Band's goals may be realized.

Administrative Role

The Band Council's association of administrative authority with political authority has resulted in the Band Council's over-emphasis of the importance of administering programs. Councils may benefit from considering non-native local governments as a model in this area, and pursue administrative control of only those services where they can exercise their political judgements or where the administration is relatively simple and carries with it local job opportunities.

Where the Band Council is delegated administrative authority it is accountable to the Department for exercising sound financial controls and conforming to the appropriate Acts, regulations and procedures designated by the Department. In this role the Band Council is in a similar position to District management.

In the context of these conclusions the remaining sections of the report will deal with the following issues and make recommendations for improvements.

1. Decision-making processes
2. Program decentralization issues
3. Administrative control issues

1. Decision Making Processes

As outlined in the previous section, the most important concern of the Band Council must be to decide on the Band's needs and priorities for program services, and to effectively negotiate these and the methods of delivery with the Department.

There are three main issues which the Band Council must address in order to make significant improvements to the present process. These are:

1. Improve its communications with Band members to obtain more participation in the development of needs and priorities;
2. Determine the level within the Department at which and with which to negotiate policy implementation;
3. Identify its representatives in such negotiations.

1. Band Members Role in Policy Making

At the time Restigouche Band Council accepted responsibility for programs, no formal process existed to involve the Band population in decisions regarding the priorities and objectives for the decentralization of

Local Government Programs. For the most part, decisions regarding requests for authority to administer local government programs were made by the Band Council. Although Council sub-committees were initially established to develop priorities and plans for specialized programs, these committees were generally inoperative and ineffective. As a result, decisions relating to the decentralization of local government programs were made by a relatively small number of Band Council members.

Discussions with Band councillors indicated that the implications of the conditions accompanying the decentralization of programs were often not fully understood. Councillors indicated a lack of understanding of their roles and responsibilities regarding these programs and in the absence of any input to decision-making their participation diminished.

One of the main reasons given by Regional staff for their close monitoring of the Band Council's administrative performance was the Department's responsibility for the welfare of the individual Indian under the Indian Act - implying the need to protect individuals from possible inefficiencies in Band administration of Programs and Services.

The monitoring of local government is essential and is normally carried out by a government agency or by the people served. While obtaining public participation in local government is difficult to achieve, such participation would serve to provide direction to the Band Council, and also to relieve departmental officials of the responsibility to constantly "look over the Band Council's shoulder". Departmental responsibility would be to ensure that the people on the reserve are kept informed of programs and expenditures.

Program Circular D-1 dated April 1, 1976, establishes the principle that "the electorate support the Band Council in assuming management responsibility for a local service" and that "the Band Council account to Band Members for all funds received and expended by it". When the Restigouche Band Council assumed responsibility for services in 1974, these principles had not been expanded into specific policies and consequently normal public pressure has not emerged.

The team recommends that the Band Council adopts these approaches to the situation by:

1. Re-establishing sub-committees comprising both elected officials and Band members at large to advise the Band Council on Band needs and priorities for major programs and services, and to monitor the

effectiveness of delivery of these programs and services.

2. Holding a formal Public Hearing at this time to demonstrate Band member support for the local administration of programs, and annually to determine support for priorities proposed by Band Council.
3. Providing each head of household on the Reserve with a copy of the balance sheet from audited financial statement at year end, and a statement of revenue and expenditure to account for the funds expended on their behalf during the previous year.

2. Department-Band Council Negotiations
Alternative Processes for Negotiations

Interviews held between Study Team members, Band Councillors and the Band Manager indicated that the Band Council was dissatisfied in their negotiations with the department on matters relating to local government program delivery. Band Councillors who were involved in direct consultations with Regional staff felt that the department was not sufficiently responsive to Band needs. That is, the Council felt somewhat excluded in the planning and priority-setting activities for their

community. The Council perceived insufficient flexibility in financial management systems. In addition, an attitude of frustration prevailed with the Council regarding their ability to attract sufficient funding to permit their progress as a community.

The Study Team endeavoured to analyze the existing process for Band Council-Department negotiations and explored its benefits and dis-benefits. In addition, the study explored other alternatives to determine other arrangements which could effect improvements.

At present, the Band Council negotiates all matters relating to budgets, program delivery, capital construction, etc., with a designated officer (Regional Agent) in the Community Affairs Division at the Regional Office. The role of the Regional Agent is strictly one of co-ordination. The Agent is not delegated the authority to approve budgets, program transfers, etc. The department designated the Agent to provide an initial point of contact for the Band Council - with the intention that the Agent would be in a position to advise the Band and to devote a greater percentage of time to dealing with problems specific to that Reserve.

The Regional Agent has the same responsibility for three other Bands (Village Huron, Maria and Gaspé) also

dealing direct with the Region. All BCR's for the four Bands are channelled through him for review, except those for Education which are forwarded direct to the Regional Program Supervisor without comment.

The Regional staff is presently going through a process of reorganization whereby the prime contact will have more responsibility in preparing recommendations for approval of Band Programs. The team was given to understand that an additional position of Assistant Director in Community Affairs is being introduced which will carry with it authority and responsibility to negotiate direct with Band Councils and make decisions in certain areas of local government.

The perceptions of both the Region and Band Council of the Agent's role have a weakness in that both see it in a dual role of "advisor/decision maker". In order to be an effective advisor, he must have the full confidence of the Band Administration. As soon as he takes on the additional role of making decisions or recommendations for or against the Band's interests he loses his neutrality and weakens his relationship. The Region has recognized this conflict on the Financial Administration side, where Finance Officers providing training and assistance to Band Council staff, are not allowed to carry out audits for the same Bands.

Band Council expressed dissatisfaction with this relationship with the Region. They indicated that they wished to present their submissions and programs directly to the Regional Officers who possess the authority to approve them.

The Study Team concluded that the present negotiation process interposes a step in the process at which no decisions on program approvals can be made. To be effective, the negotiation process must involve face-to-face meetings between the decision-makers at both the Regional and Band Council level in order to effect improvements in the delivery of local government programs.

The Study Team reviewed a variety of position descriptions at the Regional and District levels to determine the scope of decision-making delegated to positions. This review indicated that the authority for decision-making regarding program approvals, budgetary revisions, etc., rested with the positions of the Regional Supervisor of Education, Community Affairs, Social Services and Finance and Administration. Interviews with the position incumbents indicated that, although they effectively exercise their authority within their respective specialty areas, there is a need

to co-ordinate submissions from the Band to provide a point at which an overview of the dollars and programs provided to the reserve can be provided.

The Assistant Regional Director of Operations provides this overview, and in the present organization, is the effective authority for deciding the extent to which Band aspirations will be met through the provision of funds and through delegated authority.

The Band Council should therefore present its submissions regarding needs and priorities, and undertake negotiations on methods of delivery of Services directly with the Assistant Regional Director of Operations.

The Assistant Regional Director of Operations would then co-ordinate the departments implementation of the negotiated agreements through the specialist Regional Supervisors of Education, Social Services, Community Affairs and Finance and Administration. This process for negotiations would satisfy the needs of both the Band Council and the Department and would effect improvements in communications between the Band Council and the Department.

Note that this approach does not apply to the ongoing administration of programs and budgets. In that case

the Band administrators would be dealing with the Regional Supervisors through their Regional Agent in the Community Affairs Division.

The key issue in the negotiation process is to ensure that Band Council representatives negotiate with Regional decision-makers. The upcoming re-organization of the Community Affairs Division at the Region may create decision-making positions which provide an alternative to the Assistant Regional Director of Operations for negotiations with the Band Council. Once the re-organization is completed a review of the scope and impact of decision-making authority should be conducted on Regional positions to identify the most appropriate Regional representative for negotiations.

(i) Alternatives for Band Representation in Negotiations

From the beginning of the study the Band Council has suggested that the establishment of a District organization on the reserve (possibly to service Restigouche, Maria, Viger and Gaspé Bands) would improve their negotiating position with the department. The Council feels that program delivery would improve if they could negotiate with a departmental representative who (they felt) had the authority to approve changes in

Budget appropriations. Council feels that this form of negotiation would better respond to their needs and priorities.

In addition, the Council perceives program delivery would improve in areas where the four reserves shared common interests. The Band suggested that a District Office could result in improvements in such areas as social assistance, economic development, capital construction projects and job creation. The Band perceives that a collective negotiating strategy in these areas would increase the probability of improvements in program delivery.

An analysis of this alternative indicated that the establishment of a District Office would not effectively improve the negotiating position of the Band. The review indicated that District positions are not delegated the level of authority or scope for decision-making which would produce improved program delivery. District offices were essentially an administrative mechanism through which the Department provided those services which are being assumed by Band Councils. The Study Team concluded that the creation of a District Office would, in fact, be counter-productive in terms of the negotiating position of the Band. In the absence of sufficient authority, the creation of a

District Office would inject an additional administrative level in the negotiation process and produce no improvements in program delivery.

(ii) Negotiations with a Regional Agent/Co-ordinator

At the present time the Band Council deals with the Department through a designated Regional Agent at Regional Headquarters. This Agent acts as a co-ordinator for submissions the Band Council generates to request departmental funding. The Agent's role is one of co-ordination and does not include decision-making authority in relation to the submissions.

The Band Council expressed dissatisfaction with this relationship with the Region and indicated that they wished to present their submissions and programs directly to the Regional Officers who possess the authority to approve them. The Study Team concluded that the present negotiation process is not effective - it interposes a step in the process at which no decisions on program approvals can be made.

(This approach seems to have been the result of an attempt to remove the so-called "3 pipe system" whereby the Council had had to deal separately with the three distinctly separate program organizations in the Region.

Unfortunately by instituting a "single pipe" below the effective Regional decision makers, it has deteriorated into a simple co-ordination activity. In effect, it is similar to the old "Indian Agent" concept with the Agent located in Quebec City instead of on the Reserve).

(iii) Negotiations between the Regional Office and a Tribal Council/Association of Band Councils

This alternative would involve the utilization of a Tribal or District Council under the provisions of Program Circular D-2 involving the Restigouche, Viger, Maria and Gaspé Bands. Recently, the Amerindian Police Commission was established to consolidate and improve policing services for Indian Reserves throughout the Province of Quebec. The studies which nurtured the creation of the Commission indicated that the problems in the delivery of policing services for Quebec Indian Reserves were largely consistent throughout the Province. As a result, the Commission could negotiate directly with the department (on behalf of the Bands) for funds to deliver policing services which will meet the common needs of the Bands in Quebec.

At present, some negotiations are carried out by the department and the MicMac Alliance of Gaspesia - an

association comprising representatives of the Restigouche, Maria, Viger and Gaspé Bands. The main purpose of the Alliance is to provide an integrated approach to negotiating the resolution of problems common to the four reserves with the department and the Quebec Indian Association.

Interviews with Band Councillors at Restigouche indicate that a Tribal or District Council would be feasible if, and only if, a consensus of needs for the four Bands can be established. Clearly, this process was ideal as an approach to negotiating policing services. In addition, this process could prove useful if utilized by the MicMac Alliance of Gaspesia in negotiating with the department on the Quebec Indian Association on such matters as cultural enrichment and development. However, serious objections were put forward by Band Councillors against adopting the District Council concept for all facets of the local government program. It became apparent that the priorities and needs of the four reserves were quite dissimilar and that a consensus would not be attained. The Band Councillors could see merit in utilizing the Alliance for specialized types of programs but they felt it imperative that individual Band Councils be free to negotiate directly with the department to satisfy the needs and priorities of their particular communities.

The Study Team concluded that this alternative for a comprehensive negotiating process is not feasible at this time due to lack of consensus by the Bands. However, the Study Team concluded that the utilization of the Micmac Alliance for certain types of negotiations would be effective.

The Team therefore recommends:

- (i) that the present negotiation process for program delivery (direct from Band Council to Regional Agent/Co-ordinator) be abandoned.
- (ii) that the Band Council negotiate matters relating to policies, priorities, budgets, Program delivery and transfer directly with the Assistant Regional Director of Operations or with a Regional decision-maker with similar authority.
- (iii) that a proposal be developed by the Region, in accordance with Program Circular D-2, describing the types of programs and services which could be provided by a District Council without interfering in any way with Band Council's mandate under Sections 81, 83 and 20 of the Indian Act.

- (iv) that the Regional Office develop and circulate a breakdown of the funds allocated to each Band Council in the Region so that individual Band Councils will be made aware of the comparability of their Budget with respect to those of other Bands.

2. Program Decentralization/Centralization Issues

The Study Team determined from its analysis that a large number of complex local government programs were decentralized to the Restigouche Reserve in a short period of time, that insufficient time was available to effectively train Band Administrators before undertaking the programs; and that a lack of understanding existed regarding the roles and responsibilities of both the Department and Band Council once programs were transferred.

Scope and Complexity of Programs

The programs undertaken by the Band Council far exceed the scope and complexity of locally administered programs which are characteristic of a non-native community or municipality. A study was conducted in June 1977 by the Management Consulting Services Division (A Profile of Local Government, B.C. Region, Project No. 2-1-198) in which comparisons were made between a number of native and non-native local governments. This study indicated that native communities, in general, undertake a greater number of local government programs than non-native communities and that these programs are often more complex in nature. In addition, the local government programs undertaken by non-native communities are based on more detailed, definitive legislation (i.e., The Planning Act, The Municipal Act, etc.) in which the

roles, responsibilities and objectives associated with transferable local government programs are clearly defined.

A review of the report entitled "A Profile of Local Government, B.C. Region" indicated that non-native municipalities normally undertake local programs such as, Fire Protection, Community Recreation, Water, and such programs as Road Maintenance and Garbage Collection under contract. By comparison, the Band Council at Restigouche undertook to administer the following programs as of April 1, 1974.

- (i) In-School Program
- (ii) Cultural Development
- (iii) Instruction
- (iv) Curriculum Enrichment
- (v) Transportation
- (vi) Policing
- (vii) Water and Sanitation
- (viii) Social Assistance
- (ix) Community Installations
- (x) Fire Protection
- (xi) Core Funding
- (xii) Roads and Sewers

Clearly, the scope of local government programs undertaken by this native community is much greater than counterpart non-native communities. In addition, the administration of programs such as Social Assistance, the In-School Program, and Curriculum Enrichment is not normally transferred to small non-native municipal governments due to the intrinsic complexity of these programs.

The team does not suggest that native communities should adopt comparable local government programs as non-native communities. However, the comparison of the scope and complexity of the local government programs administered by the two may suggest that the departments' expectations regarding the administrative performance of Band Councils may be unrealistic.

The effects of local government program scope and complexity on administrative performance is best exemplified in the following summary of events surrounding the decentralization of the Social Assistance program.

The Social Assistance program was one of the first major programs for which the Band Council requested the authority to administer. This program involved large sums of money and was highly sensitive in that its administration required specialized inter-personal skills combined with effective administrative capability.

The Band Council engaged an employee to undergo training in the administration of the Social Assistance program. In keeping with the general conditions for program transfers (Band Councils must demonstrate the administrative capability to administer programs prior to their transfer) the department endeavoured to train the employee by arranging his participation in a workshop for Social Assistance Administrators at the Caughnawaga Indian Reserve. The employee did not complete the course yet the department acceded to the Band Council's request to instate the employee as the Reserve Welfare Administrator.

A review of the correspondence relating to this program transfer indicated that the department wished to remain responsive to requests for authority from Band Councils and was hesitant to withhold program decentralization. The department decentralized the program with the intention that close "monitoring" of its administration would ensure its success.

Notwithstanding the intentions of either the Band Council or the Department it is readily apparent that the latter decentralized the program even though the Band Council had not, as yet, attained the administrative capability to administer it. The Department commenced monitoring the administrative activities of the program after its decentralization and became involved in on-the-job training

of Band Council administrative staff. However, in spite of both departmental and Band Council efforts a review of financial audit statements indicated that serious administrative errors were committed, social assistance funds were dispersed in contravention of established regulations and that financial controls were inadequate to prevent the progressively worsening situation. As a consequence, the department was obligated to rescind the program and to engage a departmental employee to administer social assistance on behalf of the Band Council.

Departmental Role in Program Decentralizations

The scope and complexity of local government programs transferred to the Band Council and the lack of understanding of roles, responsibilities and objectives associated with these programs once they had been transferred necessitated a great deal of departmental involvement before and after program transfers.

The department established a number of administrative procedures and practices to govern the administration of local government programs in the Program Circulars D-1 to D-4. These directives defined the general roles and responsibilities of the department and Band Councils which would result from the transfer of programs to local administration.

In order to meet their obligations to the Band in terms of their participation in the planning and administration of programs to which funds are contributed the department initiated the following activities:

- 1) Specialized training of Band Council administrators;
- 2) Guidance and assistance in the interpretation and application of regulations;
- 3) "Monitoring" of administrative activities.

Provision of Specialized Training/Guidance and Assistance

The Band Council initially requested authority to administer the majority of the major local government programs which the department defined as transferable. The sudden requirement for the training of Band Council staff to administer so many different programs became an impossible task.

It is evident that both the department and the Band Council wished to effect the program decentralizations in as short a time frame as was feasible. The training and guidance, which the Department was to provide to the Band Council administrative staff to ensure administrative capability became diluted due to the number of programs being decentralized at one time.

Consequently, programs were transferred to the Band and on-the-job training was provided to Band employees by Regional personnel on an as-needed basis. The training provided to Band employees in various fields of administration was not adequate in its scope or timing to produce effective administrative control, given the complexity and variety of transferred Programs. In view of this, the Regional Office initiated strict controls and "monitoring" systems over these programs.

CONCLUSION

(i) Scope and Complexity

As previously stated, the scope and complexity of Local Government Programs defined as transferable to native communities exceed the scope and complexity of programs transferable to non-native communities. Indications are that the programs considered non-transferable in non-native communities are the very programs for which native administrative performance has fallen short of departmental expectations. It is evident that complex programs such as the Social Assistance programs should have been initially decentralized to the Band Council under a form of "co-management". This would have ensured that the Band Council Social Assistance administrators developed the requisite administrative skills as well as knowledge of their scope for decision-making when applying the

regulations for social assistance. This form of decentralization would also have ensured the department's development of an understanding of the types of problems the Band Council would encounter in administering such a program at the local level.

It should be noted that local administration of a Social Assistance program is a feature of native community local governments which differentiates it from non-native local governments. In general, the administration of Social programs in non-native communities has been shifted to Regional bodies to preclude political or personal patronage and to provide an appropriate base to justify the hiring of professional Social Workers.

Recommendation

The Study Team recommends that the department review the scope and complexity of transferable local government programs to determine if the expectations regarding the administration of these programs is realistic.

CONCLUSIONS

(ii) Roles in Program Decentralization

The substitution of intensified "monitoring" of the administrative performance of Band Councils for specialized training and guidance has not proven effective. The provision of training and guidance to Band Council

administrators is the means by which these administrators can develop an understanding of both their administrative and decision-making roles. The administrative success of the transfer of local government programs is contingent upon the local administrator's sound understanding of their roles and responsibilities and the objectives of the program they are administering.

Recommendations

1. It is recommended that the Band Council and the Assistant Regional Director of Operations review the current administration of individual local government programs to determine whether they would be best administered by the department, under a system of "co-management", by the Band Council, or possibly a District or Tribal Council.

2. It is recommended that all future decentralization of local government programs be undertaken in two phases: (i) initially through a system of "co-management"; and (ii) finally with complete delegation to the Band Council.

3. It is recommended that future decentralization of local government programs be withheld until Band Council administrators have been properly trained.

4. It is recommended that the ongoing monitoring of the administration of decentralized local government programs be the main responsibility of the Band Council, and that the question of ascertaining the existence of opportunities for public participation (as provided in D-1) and the conduct of periodic audit reviews be the responsibility of the department. Furthermore, it is recommended that specialized training be provided to the Band Council members by Regional staff in the practices and techniques of monitoring administrative activities.

3. Administrative Control Issues

The Band Council feels that administrative controls often result from the lack of flexibility in policies promulgated by the Regional Office (predominantly in the area of capital construction projects and the 1700 Budgetaries).

On April 25, 1977 the Band Council approved a Band Council Resolution (Resolution 17; 77-78) to register a formal protest regarding the administrative interpretation of Article 3.2(h) of Program Directive D-4. The Band Council indicated that the funding provided to administer programs under the 1700 Budgetary series was not adequate to ensure both the construction and maintenance of community facilities and water and sanitation as provided for in D-4. The Region has advised that construction funding is available for such facilities as the Band Administration building and Community Centre but that maintenance funds are available only to a very limited extent due to budget constraints. The Band Council is encouraged to obtain funds for maintenance through rentals and user-fees. The Band Council has however been unable to collect sufficient funds to adequately maintain their community facilities. They are precluded by regulation to utilize L.I.P. funds from Canada Works projects as these funds cannot be used for construction or maintenance of

community facilities. The Band Council feels, therefore that the onus is on the department rather than the Band Council to ensure that maintenance funding is made available for programs under the 1700 budget series.

The Band Council has also indicated the need for more flexibility in planning and executing Work Opportunity Programs. Initially, the Region agreed to provide the Band Council with W.O.P. funds which would be equal to double the amount a welfare recipient receives under social assistance for a monthly period. In subsequent years the Region was forced to reduce that allocation in two stages so that funding to create employment on the reserves under the W.O.P. program was reduced to $1\frac{1}{2}$ the social assistance allocation and finally to an amount equal to the social assistance allocation. Clearly, the Region was required to reduce its spending in certain areas to avoid projected deficits when budgets were cut back. The Band Council felt that the Region reduced funding under the W.O.P. program without first rationalizing the social benefits of the program. The Band Council prioritizes potential candidates for W.O.P. programs to ensure that males supporting families receive first consideration for employment opportunities. However, a significant proportion of social assistance recipients are single unskilled males and females who independantly support families. The Band Council

viewed the initial W.O.P. program as one where social benefits could be maximized for family units and the Band Council could then concentrate on generating employment opportunities for reserve individuals who are not afforded priority for employment opportunities. Decisions at the Regional level to reduce allocations for W.O.P. program employment has effectively diminished the Band Councils ability to generate employment for social groupings which are highly unemployed, i.e., single, unskilled males and female heads of households.

Recently, policies adopted by the Regional Office stipulate that future development and capital construction projects on Reserves will be reviewed by Regional Engineering and Architectural Services in accordance with their adherence to an official Townsite Development Plan. This plan must be subject to the review and concurrence of the Band population.

Although much progress has been made towards the establishment of the plan the Band Council will have difficulties in obtaining concurrence for development concepts as long as the 90 acre cadastral lot bisecting the reserve remains the property of the Church.

It is understood that negotiations between the Band Council and the Bishop representing Ste. Anne de

Restigouche Church have commenced to determine how this land could be acquired by the Band. However, should the Band Council purchase the land outright it apparently will be required under provincial regulation to pay property taxes on the land. Band Council feels the land must be purchased by the Crown and surrendered to the Band in order that taxation can be avoided.

The Band Council relies largely on capital construction projects to generate employment opportunities on the Reserve. The future of capital construction on the Reserve is contingent upon approval of a Townsite Development Plan and this plan requires the resolution of the problem of the Church lot.

Capital construction project submissions are required to be supported by evidence that the completed projects can "pay their own way" through user fees, connecting charges, etc. This policy has been impossible to apply in Restigouche because of the economic situation on the Reserve. Many users subsist on Social Assistance and although a portion of this assistance is included to cover user fees the Band Council has been unable to collect this money from recipients.

Regional staff insisted that this policy is not rigidly enforced, but it is intended to encourage an attitude

that services should be paid for by users, in line with common practice in non-Indian municipalities. The Region expects the Band Council to charge at least the minimal fee, with the balance of costs to be covered through Council O & M budgets for local services.

The above-mentioned examples provide indications of the administrative control which arises from the development of policies standardized for implementation throughout a Region, and which Council feels inhibits its mandate to create jobs.

In the light of the above, the Study Team recommends:

- (i) that negotiations be entered by Band Council and Regional representatives to seek a compromise in relation to policies which inhibit Council from implementing job creation capital projects (specifically, these relate to the Townsite Development Plan requirement, and the costing and awarding of contracts);
- (ii) that Band Council take the necessary steps to collect users fees for municipal services, especially as such funds are provided to welfare recipients over and above normal allotments. This is strictly a local government responsibility and

should not be accepted as an obstacle to further development;

(iii) that the Department provide guidance and assistance to the Restigouche Band Council to determine whether the cadastral lot can be purchased as Reserve land, and whether such purchase by the Minister would be consistent with government policy;

(iv) that the Band Council formally establish its objectives and priorities for capital projects.

APPENDIX A

BAND COMMUNITY PROFILE
RESTIGOUCHE RESERVE

BAND COMMUNITY PROFILE
RESTIGOUCHE BAND
POINTE A LA CROIX, QUEBEC

MANAGEMENT CONSULTING
SERVICES PROJECT #2-14-G-207

TOMBSTONE INFORMATION:

BAND: Restigouche Band
RESERVE: Restigouche
DISTRICT:
TRIBE: Micmac

PART A: GENERAL

1. Location:

Restigouche Reserve is located in the Township of Mann., Bonaventure County, adjacent to the Village of Pointe à la Croix, Québec. It is situated within 1 mile of the City of Campbellton, New Brunswick by way of the Van Horne Interprovincial bridge spanning a section of Chaleur Bay.

2. Proximal Population Centres: (Population figures obtained from 1976 Canadian Almanac).

- (a) Campbellton, New Brunswick
- proximity to reserve; 1 mile
 - population; approximately 9,282
 - accessible by Interprovincial bridge

- (b) Dalhousie, New Brunswick
 - proximity; 15 miles east of reserve
 - population; 5,640
 - accessible by road (Route 11, N.B.)

- (c) Matapedia, Québec
 - proximity; 16 miles west of reserve
 - population; 950
 - accessible by road (Route 6, P.Q. Gaspé Hwy.)

- (d) Pointe à la Croix, Québec
 - proximity to reserve; within 1 mile - adjacent
to reserve
 - population; 2,000
 - accessible by road (Route 6, P.Q.)

- (e) Carleton, P.Q.
 - proximity; approximately 23 miles east of reserve
 - population; approximately 2,500
 - accessible by road (Route 6, P.Q.)

- (f) Atholville, New Brunswick
 - proximity; 1 mile south of reserve
 - population; 1,862
 - accessible by Route 17, N.B.

- (g) Tidehead, New Brunswick
 - proximity; 7 miles from reserve
 - population; 897
 - accessible by Highway 17, N.B.

- (h) Richardsville, New Brunswick
 - proximity; 5 miles east of reserve
 - population; 958
 - accessible by Route 17, N.B.

- (i) Bathurst, New Brunswick
 - proximity; 40-50 miles southeast of reserve
 - accessible by Highway 17, N.B.

- (j) Indian Communities
 - Maria Reserve; 60 miles east of reserve;
Population 410
 - Eel River Bay Reserve; New Brunswick; 17 miles
southeast of reserve on Route 17; population
191
 - Gaspé Indian Band; population 160; Pt. Nauarre

3. Band Classification: Semi-urban

(Note: An Urban Centre is defined as having a population of 10,000 people or more. A Semi-urban Band is defined as being located within 40 miles of an Urban Centre where good all-weather roads are available).

4. Number of Reserves for this Band: 1 Reserve

5. Total Area of Reserve and Crown Land:

Approximately 15 square miles of Reserve Land - no Crown Land (Area of Reserve is 7,500 acres excluding 90 acres of Church land). Figures extracted from "Restigouche Physical Development Report" - G. Caplin, Aug. 19, 1976. The Reserve is bisected east-to-west by the provincial easement for Highway No. 6 (Gaspé Hwy.)

PART B: DEMOGRAPHIC DATA

(Note: Population figures presented below were obtained from the Office of the Director; Planning and Research, Québec Region. Figures are based on Official Band list and are up-dated monthly. Figures presented below represent population as of September 30, 1977).

1. Population:

(a) Reserve Population: Total - 1,148
Males - 592
Females - 556

(b) Band Population: Total - 1,564

On Reserve Population of Band: Total - 1,148
Males - 592
Females - 556

Off Reserve Population of Band: Total - 406
Males - 189
Females - 217

(c) Number of Family Units: (Obtained from House-to-House Survey) 234

Note: Criterion for definition of family unit- additional family heads living in same house must have dependents to qualify as additional family unit. Boarders are not considered as additional family units.

PART B: SECTION II (a) EDUCATION STATISTICS

Year	Kinder-												Total	Ele.	Junior High	Senior High	Avg. Gr. Lev.	D.O.			
	Nursery	garden	1	2	3	4	5	6	7	8	9	10						11	12	Gr. 6	Gr. 6
1971-72	45	35	52	47	39	43	30	40	32	33	19	15	8	4	362	251	84	27	4.82	11	9.9
1974-75	20	30	34	44	38	46	47	36	44	29	21	18	17	6	378	245	96	37	5.36	18	13.5
1976-77	29	17	32	26	26	43	34	40	48	30	23	23	13	10	394	201	101	46	5.87	*N.A.	*N.A.
1977-78	25	33	29	28	26	33	35	31	57	34	24	29	19	12	416	183	115	60			

(Enrollment)

*Figures Not Available

NUMBER OF REPEATERS:

Number of Repeaters by Grade Level	Total Repeaters									Total 1 - 9		% Repeaters	Total			
	1	2	3	4	5	6	7	8	9	1 - 9	Enrolled		Gr. 10	Gr. 11	Gr. 12	Repeaters
1972-73	18	18	4	5	3	0	10	7	5	70	343	20.4%	8	3	0	11
1976-77	6	5	0	4	5	1	10	2	5	38	394	8.53%	7	2	1	10

PART B: Section II (c)

Adult Education Classes:

No formal vocational instruction has been conducted on the reserve during the 1972-77 study period.

(Note: In 1972 the re-organization of the new Brunswick District School Board resulted in Adult Education and Vocational Training being transferred to the jurisdiction of the New Brunswick Region Canada Manpower Office. As no reciprocal agreement has been pursued with the New Brunswick Canada Manpower Office for community college services the Restigouche Band has been required to utilize vocational training and adult education programs through the Quebec Regional Canada Manpower Office in Causapsal, Quebec. As these training programs are conducted entirely in the French language no Band members have enrolled in the program.)

PART B: Section III - HEALTH SERVICES

1972	1977
Health Clinic situated on Reserve (National Health & Welfare) to administer immunization clinics, post-natal care clinics, monthly visits to the elderly and	Health Clinic situated on Reserve (National Health & Welfare). 1 Public Health Nurse and 1 assistant (clerical) to administer child immunization clinics,

referrals for periodic X-ray examinations.

Public Health Nurse on duty to service both Restigouche and Maria Reserves.

Medical emergency referrals to Hospitals in Campbellton.

pre- and post-natal clinics, monthly visits to the elderly, X-ray clinic referrals, sex-education information programs, programs for self-breast examination and PAP testing. Assistance with In-School programs for Physical Education and Personal Hygiene.

Services provided for the dispatch of certain control drugs such as insulin, etc.

Referrals made for a wide variety of medical problems to Hospitals in Campbellton. (See Part C, Section 3(c)).

(Note: Figures concerning Life Expectancy by Sex not available for Reserve Community Population).

Major Health Problem on Reserve: as indicated by Mme L. Berthelot, Public Health Nurse, National Health & Welfare Clinic is Alcohol and Drug Abuse. This problem is not specific to any particular age group or sex. The problem has prompted the establishment of the "Native

Revival Centre"; a detoxification and alcoholism information centre located in the Community Centre on the Reserve -
Counsellor: R. Jerome).

The following information was extracted from the information pamphlet for the Native Revival Centre:

Services:

Full Residential Care 3 - 7 days.

Extended Care when approved by the Director.

Assistance:

Assistance provided patients for health services, interim financial services, academic upgrading, skill training and job placement.

Referrals to Hospitals, Family Services Institutions, Mapower and Social Assistance Offices.

Purpose and Objectives:

To assist male patients in voluntary withdrawal from alcohol addiction and to provide rehabilitation services.

PART C: PHYSICAL

1. Environmental Impacts:

- (a) (i) Most proximal airport is in Charlo, New Brunswick Brunswick (serviced by Eastern Provincial Airlines and Quebec Air).

Two pulpmills are situated proximal to the Reserve:

- Frazer Pulpmill - Atholville, New Brunswick located 1 mile from Reserve.

- International Pulpmills - Dalhousie, New Brunswick located 15 miles from Reserve.

Pulp which is cut on reserve land by Indian entrepreneurs is sold to the above mentioned mills.

- (ii) Tidal inundation along Chaleur Bay has caused significant erosion. A project is currently underway to "rip-rap" a Retaining Wall to retard this erosion.

- (iii) Reserve is located on low-lying land along the shore of Chaleur Bay. Some areas of the reserve have become marshy and may be unsuitable for development. (These areas have become seasonal breeding grounds for insect pests. They must be periodically sprayed with insecticides to avoid infection to young children).

Natural Resources:

Renewable:

A large portion of the reserve land is covered with mixed coniferous-deciduous forest. This timber is a mixture of soft and hardwood stands. Extraction of softwoods for pulp is done on an individual basis. Extractions of hardwoods for firewood is expected to increase. No forest management is currently employed.

Fishing (salmon) is still done on the Matapedia River - but not as a large commercial venture.

Non-Renewable:

The only non-renewable resource of commercial value on the reserve is a deposit of crude gravel. Permits are issued by the Band Council for extraction of the gravel for road repairs, back-filling etc. (Deposit used by Band Council for material in construction of Retaining Wall to retard tidal erosion along Chaleur Bay).

3. Community Facilities:

1972

1977

(a) Schools:

Note: All schools located off-reserve in City of Campbellton.

- | | |
|--|---|
| (i) Lord Beaverbrook
Primary School
-Public - Grs. 1-6
General Arts/Sc.
(English Instrn.) | (i) Lord Beaverbrook
Primary School
(No change since 1972)
(Enrollment 1977 -
180 students). |
| (ii) Campbellton Junior
High School
-Public - Grs. 7-9
English Instn.
-Gen'l Arts/Sc.
and Technical | (ii) Campbellton Junior
High School
(No change since 1972)
(Enrollment 1977 -
116 students) |
| (iii) Restigouche Senior
High School
-Bilingual Instn.
-Grs. 10-12
-Public-Arts/
Science-Catechism | (iii) Restigouche Senior
High School
-Unilingual French
Instruction
-Grs. 10-12 Public
School
-Arts/Science-Theology
/Catechism (Enrol.
2 students) |
| (iv) King St. School -
Primary 1-6
-General Arts/
Sciences-English
instruction. | (iv) King St. School
(No change since 1972)
(Enrollment 1977 -
0 students) |

(v) Appollo IX - Grs.

1-6 - Public

-Gen'l

Arts/Science-

English

instruction.

(v) Appollo IX

(No change in grade levels

since 1972) Bilingual in-

struction (immersion

courses) (Enrollment -

1977 - 60 students)

(vi) Sugarloaf Senior H.S.

English Instn.-Public-

Grs. 10-12-Gen'l

Arts/Sciences

(Enrollment 1977 -

58 students.

(b) Churches:

(i)-1 church located

on Reserve

Restigouche-R.C.

-seating capacity

approx. 450

-located on

cadastral lot

bisecting

Reserve

(i) No change in Church

facilities during

1972-1977 period.

(c) Hospitals:

Note: No Hospital facilities are located on the

Reserve except for the Public Health Clinic.

All Hospital facilities which provide service to residents of the Reserve are located in the City of Campbellton).

1972

1977

- | | |
|--------------------------------|------------------------------|
| - Hotel Dieu de St. Joseph | - Hotel Dieu de St-Joseph |
| - Campbellton New Brunswick | - Campbellton, New Brunswick |
| - 10 physicians | - 16 attending Physicians |
| - approximately 260 beds | (including internal |
| - Provincial | specialists, neurologist, |
| | urologist, pediatrician, |
| | and obstetrician |
| | - 260 beds |
| | - Provincial |
|
 | |
| - Soldiers Memorial Hospital | - Soldiers Memorial Hospital |
| - Campbellton New Brunswick | - Campbellton New Brunswick |
| - 8 attending physicians | - 12 Physicians and |
| - 240 beds approx. | specialists |
| - Provincial | - 240 beds |
| | - Provincial |
|
 | |
| - Provincial Psychiatric | - Provincial Psychiatric |
| Hospital | Hospital |
| - Campbellton New Brunswick | (No change since 1972) |
| - over 500 beds | |
| - provincial centre for refer- | |
| als of psychiatric disorders | |

1972

1977

(d) Sports/Recreation

Facilities:

- | | |
|--|---|
| <p>(i) - 1 Baseball
- Diamond/Fair-
ground
- situated imme-
diately adja-
cent to Band
Office and
Community
Centre
- Band owned and
maintained</p> <p>(ii) - 1 Community
Recreation
Building
- large common
area and smaller
rooms for re-
creation programs
- a few adminis-
trative offices
for Recreation
Association</p> | <p>(i) - 1 Baseball Diamond/
Fairground
- situated immediately
adjacent to Band
Administration
Building and
Community Recreation
Centre
- Playground equip-
ment for children
- Band owned and
maintained</p> <p>(ii) - 1 Community Recrea-
tion Centre
- 1 large common area
and smaller rooms for
recreation programs
- a few administrative
offices for Recrea-
tion Association and
Native Revival Centre
- Band owned and
maintained</p> |
|--|---|

- Band owned and
maintained.

(iii) - 1 outdoor
skating rink
- adjacent to
Band Adminis-
tration Office

(iii) - 1 outdoor skating rink
- adjacent to Band
Office by Recreation
Association

(iv) - surveying and ground-
breaking for new
indoor arena on
east end of Reserve.

(e) Libraries:

1972

(ii) - Chaleur District
Public Library
- Situated in City
of Campbellton

1977

(i) - small pre-schooler
library situated in
Basement of Band
Administrative Offices
- used for open study
and educational
counselling.

(ii) - Chaleur District
Public Library
(No change since
1972)

- available to
Reserve children
- service hours
10 am to 8 pm
(5 days/week)

(f) Community Halls:

1972

- (i) - Community
Recreation
Centre
 - large common
area for com-
munity meetings
 - Band owned and
maintained

- (ii) - large common
area in base-
ment of Ste. Anne
de Restigouche
Church
 - Church owned
and maintained

1977

- (i) - Community Recreation
Centre (No change
since 1972)

- (ii) - basement of Ste. Anne
de Restigouche (No
change since 1972)

(g) Day Care Centres:

- (i) Summer Day Camp ($\frac{1}{2}$ days)

- maintained and run by Recreation Monitors out of Band Administration Building
- ½ day recreation activities at Indian Lake.

(ii) North Shore Day Care Centre

- situated Off-Reserve in town of Atholville immediately adjacent to City of Campbellton- proximity to Reserve is 3 miles
- no Indian Children registered as of yet.

(h) Other Public

Facilities:

- | | |
|--|--|
| <p>(i) Band Administration Building</p> <ul style="list-style-type: none">- office and meeting complex for Band- owned and maintained by Band | <p>(i) Band Administration Building (No change since 1972)</p> |
|--|--|

(ii) Restigouche Post
Office
- small post
office (part
of a residence)
to service
Reserve

(ii) Restigouche Post
Office (No change
since 1972).

(iii) Water Commission
Pump-House
- small build-
ding to house
deep-well
pumps for
Reserve water
system

(iii) Water Commission
Pump-House (No change
since 1972)

(i) Utilities:

1972

(i) Water and Sewer
System installed
for houses on
east end of
Reserve

1977

(i) - Water & Sewer System
(No change since
1972)
- Powerline installed
to Indian Lake

(ii) Power utility
and telephone
trunk lines in
service.

(ii) Power and Telephone
Lines (No major change
since 1972
- new hook-ups to
existing line)

(iii) Street Lighting
(5 standards)

(iii) Street Lighting (5
standards) (No change
since 1972)

(iv) Fire Hydrants
(13 for reserve)

(iv) Fire Hydrants - (No
change)

(j) Roads:

1972

1977

(i) Riverside Drive
(formerly
Mission Road)
- east/west
public road
through
reserve
- Approx. 2 mi.
in length

(i) No change since 1972.

- Sidewalk and curb (4,300 ft., 4 ft. wide)
- 1 in. asphalt surface.

(ii) Dundee Road

- North/South main access (3,000 ft.)
- No public traffic
- Unsurfaced (graded gravel)
- No sidewalk or curb

(ii) No change since 1972.

(iii) Caplin Road

- Unsurfaced lane East/West from Hwy. 6 into reserve (2500 ft.)
- No curb no sidewalk

(iii) No change since 1972.

(iv) Band Road

(iv) No change since 1972.

- Unsurfaced
North/South
lane adjacent
to Police
Station
- 400 ft. in
length - no
curb, no
sidewalk,
no public
traffic.

(v) Alpine Road

(v) No change since 1972.

- Unsurfaced
North/South
access to
Cadastral Lot
- Public traffic
- no curb, no
sidewalk -
graded gravel
- located on
Church lot

(vi) St. Conrad Road (vi) No change since 1972.

- Unsurfaced
North/South
road -
Provincial
easement and
Provincially
maintained.
- Access to
Village of St.
Conrad approx.
13 miles North
of Reserve

(vii) Gaspé Hwy. - (vii) No change since 1972.

- East/West
Provincial Hwy.
- 66 ft. easement
bisects
reserve (east-
west) maintained
by Province -
surfaced with
gravel
shoulders.

4. Housing:

Note: Data on Housing for 1972 obtained from Departmental publication. "Summary of Biennial Housing Survey Reports"; Community Improvement, Departmental Statistics Division, 1975 Report. Data on Housing for 1977 compiled from House-to-House Survey (Sept. 77) and Gaston St. Pierre, Urban Consultant Report of Sept. 1977).

1972	1977
(i) Number of Houses on Reserve - 206	(i) Number of Houses on Reserve - 234.
Number occupied-206	Number occupied; 234
Number under construction -	Number under construction: 16
unknown.	(proposed)
(ii) Condition of Houses	(ii) Condition of Houses
- Good - 151	- Good - 216
- Need minor repairs - 35	- Need minor repairs - 9
- Needs major repairs - 20	- Need major repairs - 6

(iii) Occupancy

- Average Number of Occupants per House- 5.11 occupants per house
- Number of houses accommodating more than 1 family unit.
(Unknown)

(iii) Occupancy

- Average Number of Occupants per House 971/231 - 4.2 per house
- Number of houses accommodating more than 1 family unit 18.

(iv) Facilities:

- Number of Houses with:
- Electricity: 204
 - Piped Sewer:)) 204
 - Septic Tank:)
 - Running Water: 204
 - Indoor Toilet: 204
 - Telephone: 160

(iv) Facilities:

- Number of Houses with:
- Electricity: 207
 - Piped Sewer:)) 212
 - Septic Tank)
 - Running Water: 207
 - Indoor Toilet: 207
 - Telephone: 118 *

* Information appears to be unreliable.

(v) New Houses required:

Unknown

(v) New Houses required: 8

(16 Houses proposed for construction - 6 which required replacement = 10 houses to accommodate 18 new family units. Therefore 8 new houses required).

5. Protection Services: Policing
1972

In 1972 Police Services to the Reserve were provided by the Quebec Provincial Police Force operating out of Causapscaal Quebec. Constables would patrol the Reserve on a daily basis on their highway runs. Constables would respond to emergency calls on the reserve when called upon. Policing services were delayed in arriving to emergency situations since the depot was located some 15-18 miles away. R.C.M.P. in Campbellton were available when called upon.

1977

There are 4 constables from the Amerindian Police Commission to service Restigouche Reserve. All are

graduates of the 13 wk. basic training course given at Pte. Bleue. Two of the constables were hired in October of 1976 and 2 more were hired in June of 1977. One patrol car is in service and an additional car has been requested for January 1978.

One detention cell has been constructed at the Reserve HQ of the APC Office on Riverside Drive on the Reserve. The constables cover two duty shifts per day. From 6 pm to 2 am a dispatcher/jailer is on call at the APC Office for emergency situations. Constables interviewed indicated that no records were available for the period prior to October 1976 on arrests and convictions since these records were retained by the QPP when their services were withdrawn in October 1976. Cases involving prosecution are pursued at the District Court Office in New Carlisle - approximately 23 miles away.

Major problem on the Reserve is alcohol-related misdemeanors and some more serious felonies such as driving while intoxicated and arson. A program has begun at the Native Revival Centre (Community Recreation Centre) to attempt to reduce the incidence of these crimes-it is not sponsored by the APC but it is supportive of the program.

Protection Services: Fire Protection:

1972

In 1972 the main fire protection force on the Reserve was a volunteer Fire Brigade. This force was supplemented by the Pte-a-la-Croix Fire Department in emergency situations. (Pte-a-la-Croix is situated immediately adjacent to the Reserve). No formal fire-fighting training was afforded the Volunteers at that time but a minimum of equipment was available for emergencies.

1977

In July 1977 the Regional Fire Inspector from Quebec responded to a request from the Band Council to provide a course to Reserve Volunteers entitled "Fire Protection and Prevention". (Course delivery by J. Vary-Reg'l Fire Inspector). The course was presented to 16 Band members comprising the Volunteer Fire Force. Preceding the course the Inspector evaluated the existing fire equipment utilized by the reserve and made a series of recommendations concerning additional equipment which was imperative for at least minimum fire protection. In addition, the Inspector participated in the establishment of an agreement between the Reserve and the town of Pte-a-la-Croix for fire protection services

for all residents, municipal buildings and commercial enterprises on the reserve. This is a two year agreement.

During 1976-77 one fire occurred on the reserve resulting in \$9,534.76 in damages to a private residence. The cause of the fire was attributed to a child playing with matches and was extinguished by both the Municipal and Volunteer brigades.

Another fire (minor damage) was attributed to arson induced during the night-caused by the intoxicated owner. No deaths attributed to fires have occurred in recent years.

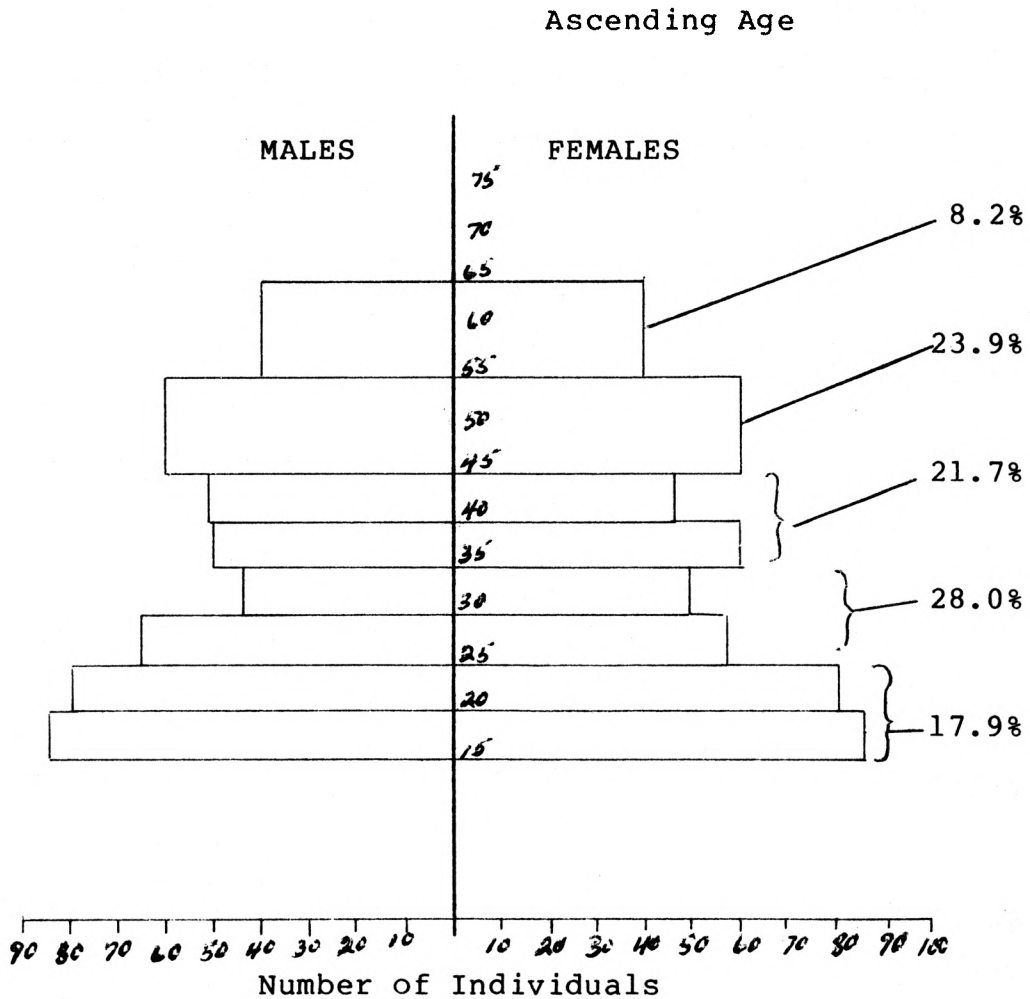
PART D:

Economic

(Note: Data presented below is extracted from the report entitled "Manpower Study - Restigouche Reserve" issued by the Economic Planning and Evaluation Division, Economic Development Branch, Quebec Regional Office - 1976).

(i) Distribution of Age Groups

In Theoretical Labour Force



(ii) Theoretical Labour Force

<u>Males</u>	<u>Females</u>	<u>Total</u>
467	458	925

Note: 31.9% of Employable Males live Off-Reserve.

33.8% of Employable Females live Off-Reserve.

(iii) Actual Labour Force (On-Reserve Labour Force)

(On Reserve Labour Force less Housewives,
Employable Students and Unemployables).

<u>Males</u>	<u>Females</u>	<u>Total</u>
335	157	492

(Number of Students between ages of 15 and 64 is 98.
Number of Unemployables is 2).

(iv) Summary of Employment for Employables for Year-End

1976

			<u>Males</u>	<u>Females</u>
10	X	0 man-months	4	6
10	X	1 - 2 man-months	7	3
55	X	3 - 4 man-months	49	6
22	X	5 - 6 man-months	19	3

14	X	7- 8 man-months	13	1
31	X	9-10 man-months	28	3
280	X	11-12 man-months	184	96
72	X	undisclosed duration	33	39
1	X	occasional	0	1

Employment Income: Data Not Available.

(v) Unemployment

Actual Labour Force X 12 months yields number of man-months of employment necessary for 100% continuous employment on the Reserve.

(a) 492 x 12 months = 5904 man-months (representing 100% employment of Actual Labour Force)

(b) Total number of man-months actually worked by Actual Labour Force:

4164 man-months worked

(c) Total number of man-months not worked by Actual Labour Force:

5904

4164

1740 man-months

(d) Percentage Unemployment is therefore:

$$\frac{1740}{5904} \times 100 = \underline{29.4\%} \text{ * Unemployment}$$

* It should be noted that the computed unemployment on the Reserve is based on figures compiled during the 1975-76 fiscal year. During this period of time a large number of capital construction projects were underway on the Reserve and employment opportunities were unusually high. This figure should therefore, not be construed as representing the normal unemployment situation on the reserve. It is instead an indication of relatively high unemployment (compared to national norms) during a period of peak employment opportunities.

(b) Social Assistance: Total Social Assistance Payments April 1976 - April 1977

<u>MONTH</u>	<u>CATEGORY</u>	<u>FAMILIES</u>	<u>EMPLOYABLES</u>	<u>TOTAL \$ FAMILIES</u>	<u>TOTAL \$ EMP'BLES</u>
Apr/76	Health (23)	25 Adults	3		
		26 Children			
	Economic(22)	34 Adults	42		
		61 Children			
	Social (20)	20 Adults	4		
		63 Children			
				\$12,659.31 (65)	\$16,739.81 (49)
May/76	Health (21)	26 Adults	3		
		25 Children			
	Economic(12)	19 Adults	34		
		31 Children			
	Social (21)	21 Adults	3		
		59 Children			
				\$11,531.64 (54)	\$14,725.64 (40)
June/76	Health (23)	28 Adults	3		
		22 Children			
	Economic(20)		41		
		37 Adults			
		51 Children			

<u>MONTH</u>	<u>CATEGORY</u>	<u>FAMILIES</u>	<u>EMPLOYABLES</u>	<u>TOTAL \$ FAMILIES</u>	<u>TOTAL \$ EMP' BLES</u>
	Social (20)	21 Adults 48 Children	0		
				\$10,766.00 (63)	\$13,904.00 (44)
July/76	Health (22)	28 Adults 21 Children	4		
	Economic(31)		60		
		54 Adults 62 Children			
	Social (19)		4		
		21 Adults 51 Children			
				\$12,912.00 (75)	\$15,086.00 (68)
Aug/76	Health (25)	31 Adults 25 Children	4		
	Economic(31)	49 Adults 59 Children	50		
	Social (19)	19 Adults 52 Children	3		
				\$12,912.00 (75)	\$17,888.00 (57)

<u>MONTH</u>	<u>CATEGORY</u>	<u>FAMILIES</u>	<u>EMPLOYABLES</u>	<u>TOTAL \$ FAMILIES</u>	<u>TOTAL \$ EMP' BLES</u>
Sept/76	Health (22)	27 Adults	0		
		22 Children			
	Economic(30)	49 Adults	55		
		56 Children			
	Social (20)	22 Adults	0		
		53 Children			
				\$15,541.00 (72)	\$ 4,849.00 (55)
Oct/76	Health (22)	27 Adults	0		
		22 Children			
	Economic(27)	44 Adults	0		
		64 Children			
	Social (18)	20 Adults	52		
		48 Children			
				\$16,690.00 (68)	\$ 4,879.00 (48)
Nov/76	Health (23)	27 Adults	1		
		21 Children			
	Economic(30)	50 Adults	52		
		76 Children			
	Social (16)	18 Adults	1		
		50 Children			
				\$14,832.00 (69)	\$19,757.00 (54)

<u>MONTH</u>	<u>CATEGORY</u>	<u>FAMILIES</u>	<u>EMPLOYABLES</u>	<u>TOTAL \$ FAMILIES</u>	<u>TOTAL \$ EMP'BLES</u>
Dec/76	Health (21)	27 Adults	1		
		21 Children			
	Economic(28)	41 Adults	46		
		40 Children			
	Social (18)	21 Adults	1		
		51 Children			
				\$16,110.00 (67)	\$ 5,035.00 (48)
Jan/77	Health (26)	33 Adults	3		
		22 Children			
	Economic(25)	37 Adults	45		
		42 Children			
	Social (17)	17 Adults	0		
		Children			
				\$16,690.00 (68)	\$ 4,879.00 (48)
Feb/77	Health (17)	23 Adults	2		
		19 Children			
	Economic(19)	28 Adults	42		
		29 Children			
	Social (22)	22 Adults	0		
		46 Children			
				\$13,783.00 (58)	\$17,926.00 (41)

<u>MONTH</u>	<u>CATEGORY</u>	<u>FAMILIES</u>	<u>EMPLOYABLES</u>	<u>TOTAL \$ FAMILIES</u>	<u>TOTAL \$ EMP' BLES</u>
Mar/77	Health (16)	22 Adults 20 Children	2		
	Economic(17)	23 Adults 25 Children	42		
	Social (24)	24 Adults 48 Children	0		
				\$13,461.00 (58)	\$17,786.00 (44)

SUMMARY OF SOCIAL ASSISTANCE EXPENDITURES - RESTIGOUCHE - 1972 to 1977

FISCAL YEAR	1972-1973	1973-1974	1974-1975	1975-1976	1976-1977
Number of Families	\$ 1,105.00	not available	not available	\$ 780.00	\$ 787.00
Welfare Expenditures	\$153,416.00	not available	not available	\$147,541.00	\$162,092.00
Average Cost per Family	\$ 138.84	not available	not available	\$ 189.16	\$ 205.96
Number of Individuals	\$ 928.00	not available	not available	\$ 461.00	\$ 600.00
Welfare Expenditures	\$ 48,776.00	not available	not available	\$ 38,590.00	\$ 53,449.00
Average Cost per Individual	\$ 52.56	not available	not available	\$ 83.71	\$ 89.08
Number of Cases Families and Individuals	\$ 2,033.00	\$ 2,742.00	\$ 1,888.00	\$ 1,241.00	\$ 1,387.00
Total Welfare Expenditures	\$202,192.00	\$294,177.00	\$245,671.00	\$186,131.00	\$215,541.00
Average Cost - Families plus Individuals	\$ 99.45	\$ 107.29	\$ 130.12	\$ 149.98	\$ 155.40
Work Opportunity Program Cases	NIL	NIL	\$ 492.00	\$ 648.00	\$ 108.00
Work Opportunity Program Costs	NIL	NIL	\$ 96,939.00	\$178,217.00	\$ 40,000.00
Band Work Costs	NIL	NIL	NIL	NIL	NIL
TOTAL EXPENDITURES	\$202,192.00	\$294,177.00	\$342,610.00	\$364,348.00	\$255,541.00

(c) Economic Development on Reserve:

(i) Existing Local Businesses on Reserve:

(a) Restigouche Enterprises Ltd.

- manufacturing of cushions
- 2 males and 5 females employed (full-time when operational)
- ownership - D. Caplin and F. Metallic
- operation a subsidiary of Northeast Pine Corpn.

(b) Mitchell and Germain Enterprises

- grocery store and service station
- 5 males employed full-time - 2 part-time - 2 females full-time
- ownership (Mitchell and Germain)

(c) Jacques Enterprises Ltd.

- School Bus Line
- Children's Clothing Manufacturing (Micmac Sewing Club)
- Sewing Club not operational at present time
- School Bus Line employs 6 males full-time and 1 female full-time

(d) Jerome's Groceries

- confectionary
- 1 male (owner) and 2 females employed full-time
- owned by W. Jerome

(e) Jacques Groceries

- confectionary
- owned by A. Jacques
- 2 males (including owner) employed full-time

(f) Metallic Groceries

- Grocery Store
- 1 male full-time; 1 female full-time; 2 males and 2 females part-time
- owned by A. Metallic

(g) Shack II Steak House

- Restaurant/Bar
- owned by P. Swasson
- 2 males full-time; 1 female full-time; 1 female part-time

(h) Mitchell Construction Co.

- haulage firm
- 2 male machine operators employed full-time
- owned by A. Mitchell

(i) Lumber Contractor

- owner P. Basque
- owner self-employed
- hauling of pulpwood and firewood

(j) Lumber Contractor

- owner R. Brisk
- owner self-employed and engaged in hauling fire and pulpwood

(k) Clipper Motel

- owner W. Jerome
- employs 1 male Indian and 1 male non-Indian;
1 female non-Indian and 2 female Indians

(l) Taxi

- owner M. Isaac
- self-employed

(ii) Other Sources of Employment on Reserve:

- (i) D.I.A.N.D. - 2 positions in Social Assistance Administration
- (ii) Canada Post - 1 position (part-time) as Postmaster/mistress
- (iii) Department of National Health and Welfare - 1 position as Public Health Nurse
- (iv) Quebec Land and Realty Co. (Sawmill) - 1 position part-time security guard
- (v) Band Administration - 16 F.T. positions (including education staff) and six temporary positions.

(iii) Departmental Economic Development Assistance Provided to Restigouche :

<u>Fiscal Year/ Type of Assistance</u>	<u>Total Funds</u>	<u>Number of Businesses Receiving Assistance</u>	<u>% of Breakdown</u>
1974-75			
Loans	147,000.00	5	92.7%
Grants	<u>11,600.00</u>	<u>5</u>	<u>7.3%</u>
	\$158,600.00	10	100.0%
1975/76			
Loans	307,800.00	10	73.4%
Grants	<u>111,350.00</u>	<u>18</u>	<u>26.6%</u>
	\$419,150.00	28	100.0%
1976-77			
Loans	68,000.00	7	71.5%
Grants	<u>27,000.00</u>	<u>5</u>	<u>28.5%</u>
	\$ 95,000.00	12	100.0%

APPENDIX B

SUMMARY OF PROGRAMS AND FUNDS
DECENTRALIZED TO RESTIGOUCHE INDIAN RESERVE
FISCAL YEARS 1972 TO 1977

ACTIVITY

SUMMARY OF PROGRAMS & FUNDS DECENTRALIZED TO RESTIGOUCHE - FISCAL YEARS 1972 - 1977

ACTIVITY	1972 - 1973		1973 - 1974		1974 - 1975		1975-1976		1976-1977	
	O&M	CAP'L	O&M	CAP'L	O&M	CAP'L	O&M	CAP'L	O&M	CAP'L
1220 Social Assistance	240 934		218,620		111 939				15,070	21,167
1270 W.O.P.			87 274		17 195				36,000	
1420 Core Funding					41 834				58,421	
1440 Band Administration	33 713		33 409		5 000				4,250	
1441 Recreation	5 500		5 000		15 060				17,743	
1442 Policing	14 000		14,000							
1720 Housing		49 121		54,600						106,500
1730 Road System	9092	15,546	8908	82 500	13 022				30,500	
1740 Water & Sanitation	3023		3 400	3,421	19 740				44,444	66,500
1750 Installation-Electric	1720								2,850	
1760 Community Facilities			800		2 108				6,708	
1780 Fire Protection	1 000		1 000		3 000				3,600	
2110 Cultural Grant	3 000								821	
2310 Instruction (Fed)									3485	
2340 School Committees									1360	
2360 Curriculum Enrich't			4394						7086	
2410 Instruction (NonFed)	1 400								40,620	
2560 Daily Transportation	48,506		52,380		62 786				88,615	
2610 Library	1760		1650		1300				2990	
2860 Student Summer Empl	3494								11,829	
*** TOTALS	220,133	156,667	430,835	175,621	306,022	189,915	436,212	389,277	281,979	

*** The total figures at bottom of chart include funds transferred from Federal contributors to the Band other than the Department of Indian and Northern Affairs. See Breakdown of Capital Contributions to Band for explanation.

(See Capital Funding Breakdown)

(See Breakdown of Capital Funding for 1975-76 attached)

BREAKDOWN OF CAPITAL FUNDS TRANSFERRED TO RESTIGOUCHE - 1972 - 1977

1972-1973

(a) Departmental Contributions to Capital Construction Projects:

1730	Roads	15,546.00	
1720	Housing	49,121.00	(Construction- Includes 10,551 of W.O.P.)
1720	Housing	25,000.00	(Repairs)
		<hr/>	
		74,121.00	

(b) L.I.P. Funding

Renovations to Community Hall	15,000.00
Renovations to Band Office	8,000.00
Renovations (Apts.)	18,000.00
Renovations (Rink Building)	8,000.00
Reforestation	18,000.00
<hr/>	

TOTAL CAPITAL AND L.I.P.
 1972-73 \$156,667.00
 TOTAL O&M AND CAPITAL..... \$376,800.00

1973-1974

(a) Departmental Contributions to Capital Construction Projects:

Activity	Project #	Funds
1060	318	3,300
1060	402	9,400
1060	403	4,200
1060	404	11,200
1060	405	4,000
1060	406	3,000
1720	307	54,600
1730	603	82,500
1740	321	3,421
2860	498	4,394
		<hr/>

TOTAL CAPITAL.....\$175,621.00
 TOTAL O&M AND CAPITAL.....\$606,456.00

1974-1975

(a) Departmental Contributions to Capital Construction Projects:

Activity	Project	Funds
1720	316	70,000
1720	317	3,000
1720	343	11,515
1740	320	4,200
1740	602	25,000
1760	355	12,500
1760	606	61,000
1060	318	2,700

TOTAL CAPITAL..... \$189,915.00

TOTAL CAPITAL AND OM
\$495,936.76

1975-1976

(a) Departmental Contributions to Capital Construction Projects:

Winter Works	18,500.00
Mun. Services	12,500.00
Housing Repairs	37,000.00
Retaining Wall	75,000.00
House Const'n	78,000.00
Housing Rep. (WOP)	77,849.00
Retaining Wall(WOP)	68,433.00
New Houses (WOP)	46,935.00

(b) Contributions from Manitou College for Amerindianization Program;
7,280.00

(c) L.I.P. Funding Project BH-2064-5

22,000.00 Departmental Contribution
50,726.00

TOTAL O&M AND CAPITAL..... \$721,587.00

1976-1977

(a) Departmental Contributions to Capital Construction Projects:

Activity	Project #	Funds
1720	301,302, 303,304.	106,500.00
1740	323,606	66,500.00
1270	W.O.P.	15,000.00
1220	W.O.P.	21,167.00
F.L.I.P.		72,812.49

APPENDIX C

CHRONOLOGY OF EVENTS IN
EVOLUTION OF LOCAL GOVERNMENT
ADMINISTRATION - RESTIGOUCHE RESERVE

(viii) Water and Sanitation (Activity 1740 - BCR 190
March 1973)

(ix) Community Installations (Activity 1760 - BCR
190 March 1973)

(x) Fire Protection (Activity 1780 - BCR 190 March
1973)

- Education Agreement with New Brunswick District 2
School Board still in effect. (Originally negotiated
June 12, 1969 for a five year duration).

1973-74

- April 1973 District Office program delivery from
Sept-Iles to Restigouche Reserve discontinued -
Programs and services which were not transferred to
the Band or which were not transferrable to the Band
were to be administered directly by the Quebec
Regional Office.
- Appointment of Liaison officer in Community Affairs
Division in Regional Office to co-ordinate program
and service delivery to Restigouche and Maria
Reserve.

1974-75

- Welfare Office re-located in Campbellton, N.B. as a result of Regional retraction of Program.

- Welfare Administrator (Departmental Employee) engaged to issue social assistance to recipients at Restigouche and Maria Reserves.

- Program delivery continues to come through liaison officer in Community Affairs Office, Quebec Region.

- No new Programs transferred to the Band for the 1974-75 fiscal year.

- Significant contributions made to the Band for capital construction projects such as Housing, Housing Repairs, Sewer and Water, Roads and Sidewalks, North Shore Retaining Wall - Programs were labour intensive to generate employment opportunities on the Reserve - funds were transferred from Social Assistance activity to Work Opportunity Programs to augment employment opportunities and reduce welfare dependency of Reserve residents.

- Negotiations underway to renew agreement for Education Services with New Brunswick District II School Board.

- Termination of funding from DREE for Indian Lake Development Project (project initiated under DREE approval in 1971).

1975-76

- Program delivery continues to originate in Quebec Regional Office.
- No new Programs transferred to the Band for the 1975-76 fiscal year.
- Origination of Amerindianization Program (Quebec Indian Association provided funds for engaging a professional linguist and technologists to research the MicMac language).
- New Band Manager engaged by Band Council.

APPENDIX D

IN-DEPTH REVIEW OF EVENTS
IN SOCIAL ASSISTANCE ADMINISTRATION

Welfare Administration: Restigouche Reserve (72-77)

1. Council applied to takeover the Welfare Assistance Basic Programs of Social Aid and Social Assistance on April 5/71 in BCR-93A (71).

Requested \$ 6,660.00 in Social Aid

\$180,000.00 in Social Assistance

The BCR was approved April 15, 1971 by the Regional Director of Indian Affairs.

Band had requested the transfer of the Program from Sept-Iles District Office - Welfare Administrator at that time in Sept-Iles.

Authority to permit the transfer of the basic Social Assistance Program was outlined in the "Green Circular" D-4. Standards and guidelines for program operations were also outlined in D-4.

The Social Assistance Program was transferred from the Sept-Iles District Office to the Band on April 15/71. The District personnel who were instrumental in recommending and obtaining approval of the transfer were Supervisor of Community Affairs, District Lands and Estates Officer and District Superintendent of Indian Affairs. (It was explained that Sept-Iles personnel were aware of their

difficulty in responding to urgent social assistance matters. Furthermore, the program of social assistance was perceived by District personnel as largely regulatory and restricted to the issuing of checks).

The issuing of checks was, therefore, the main administrative task transferred to the Band. This task was to be performed by the Senior Clerk at the Band Administrative Office.

On September 13, 1971, BCR-128 (71) requested \$97,807.74 from Sept-Iles to cover anticipated over-budget expenditures in Social Assistance to year-end 1971. (Budget was expended as of that date). Controversy arose concerning this matter.

On January 10, 1972 a meeting was held with District personnel in Sept-Iles to discuss the issue. The Chief of the reserve and the Welfare Administrator were present. The District agreed to cover the deficit up to \$60,000. This amount was sufficient to cover the Social Assistance deficit up to December 31, 1971.

Shortly thereafter a Welfare Administrator was engaged for the Band. The Senior Clerk for the Band spent a significant percentage of time as administrative support to the Administrator.

In March of 1972 a workshop was held in Caugnawaugah for Regional Welfare Administrators. The Band Welfare Officer attended 3 days of the 15 day workshop and underwent training in administering social assistance. The workshop dealt with procedures and criteria for social assistance.

In December 1972 a report was tabled with the Band Council (by Senior Clerk for the Band who's responsibilities included financial records) outlining numerous irregularities in Social Assistance payments which occurred in the month of December '72.

On March 19, 1973 a letter from the Regional Supervisor of Social Services to Chief of the reserve responded to his inquiry regarding the role of a Band Welfare Committee. It defined the responsibilities and roles for the Restigouche Welfare Committee as follows:

- (i) Act as review committee as spelled out in Chapter 8 of the social aid program manual;

- (ii) Act in advisory capacity before the welfare administrator and in the regional office;
- (iii) Inform Band Council and population about social aid program intents and regulations;
- (iv) Co-operate with social services staff;
- (v) Assist in the assessment of special need requests.

The Welfare Committee at Restigouche consisted of:

2 Councillors

The Welfare Administrator

The Regional Supervisor of Social Services

The Chief, Restigouche Reserve

(It should be noted that individuals on the Reserve have the option of seeking Social Assistance through Federal or Provincial Resources. Rates for social assistance are basically equitable.

Provincial services are provided through Gaspé Social Services Office for Bonaventure County - the Social Services Officer is located in Dalhousie. As of September 30, 1977 in Quebec Region; 13 Bands administer their own social services program, for 17 Bands the program is administered by the Department and for 10 Bands it is administered

by the Province. The Province is reticent about taking on Bands under social assistance program because it is extremely difficult to determine the financial resources possessed by individual cases).

Bands are also reticent to have the Province take over as they feel the Department would be neglecting its responsibility for Indians under the Act.

Also, access to Welfare Office would be difficult and would create more problems. Departmental Staff feel transfer to the Province would be desirable as it would eliminate the political and local influence on the administration of the program.

In early 1973 a review of Social Assistance at Restigouche was conducted by District Office.

1969-70	1970-71	1971-72
155,000.00	170,000.00	186,000.00 budget
costs	costs	266,000.00 costs

Main comments concerned the application of regulations governing payments under "special needs". Also concern expressed in determining other sources of income for social assistance recipients so that this assistance can be deducted from S.A. (i.e. if students in a family unit are receiving Education allowance this money should be included as resource income when head of household applies for S.A.).

Review also recommended that relationships be established with American Social Security Bureau, Provincial Welfare Bureau and Unemployment Insurance Bureau to avoid double payments.

Letter of July 17, 1973 from the Acting Regional Supervisor of Social Services to the Assistant Regional Director of Community Affairs - Re: Social Assistance Review for May 1973 - Restigouche Observations regarding review of Budget Decision Sheets for Social Assistance.

Letter commented that the Senior Clerk was actually doing job of the Welfare Administrator.

The Senior Clerk had not been informed by the Welfare Officer as to the proper procedures for maximum amount of social assistance payable. No decision had been made as to what steps, if any, would be taken concerning the welfare committee if the social assistance staff at Restigouche continued to provide assistance in excess of what the regulations permitted.

Some comments made concerning difficulties in ascertaining resources of individual applicants i.e. over 18 year old U.I.C. earnings not reported by head of household applications for S.A. (Contravening Sections 4.20 and 4.21)

Generally, it was found that S.A. properly administered in May/73.

Mar. 30/73 BCR-190

BCR applying for contribution of \$273,000.00 to administer S.A. (1220) for 1973-74 fiscal year. (This amount to include \$7,741.00 for salary of Welfare Administrator). This was approved on April 17, 1973. In letter of April 17, 1973 to Restigouche Band Council - contributions of \$273,000.00 under 1220 (Social Assistance) was approved subject to assessment of Audit Report.

On February 14, 1974 letter from Assistant Regional Director of Community Affairs to Chief and Councillors at Restigouche. Re: Administration of Welfare and Provision of Social Services - Restigouche.

As a result of recent departmental audits a clear indication of the deteriorating situation for welfare administration which must be corrected:

Points brought out:

- 1) No. of individuals given welfare and not entitled to it.
- 2) Errors in determining welfare rates and eligibility.
- 3) No. of instances - welfare given to dependants when husband working and no action taken to ensure that he supported his family.
- 4) Favoritism indicated in the granting of welfare.
- 5) Administrator issued assistance just to avoid pressure from beneficiaries. No. of instances where Administrator has been ordered to issue welfare cheques by Councillors and pressure groups and contravened regulations.
- 6) Indications that Administrator cannot interpret or apply rate scales and cannot interpret them to recipients.

General Comments

- pressure exerted by Band members on Band employees to lobby for welfare cheques has hampered their day to day operations;
- no alternative but to remove the program from Band Administration - move welfare office to Community Hall building and place departmental employee in charge.

Family Social Services

- no. of instances where parents have disregarded their financial responsibilities for adolescent children and placed these responsibilities on the Band Council or the Department;
- emphasized that parents have a "legal responsibility" to support and provide for families when capable of doing so.

Corrective Measures

- Regional Supervisor of Welfare Services to meet with Chief and Council during early March;
- Welfare Office to be moved to Community Centre;
- 2nd week in March - new departmental Welfare Officer to take charge - Band Welfare Officer could be retained but only as welfare clerk. (6 month trial period with option for extension);

- verification and re-calculation of entitlements for each beneficiary at Restigouche;
- cheques to be issued in name of recipients;
- a new welfare review committee will be formed:
 - (i) departmental welfare administrator;
 - (ii) person named by recipient demanding review;
 - (iii) outside representative.
- new committee to replace old - no authority to change scales - only to determine if the scales have been correctly applied.

Copy of all of above to Chief, Councillors and all Division Chiefs at Regional Headquarters.

Letter of March 11, 1974 from A/Assistant Regional Director, Community Affairs to Band Council.

- As a result of two Audits conducted by Mr. Lepage of Finance and Administration. A revision of position at Regional Office (Audits by M. Murphy of Ottawa and M. Zacharie, Montreal District).
- Welfare Office not be moved to Community Hall Building but instead to Campbellton.

- Band Welfare Officer not to be retained as Welfare Clerk - Band involvement in Welfare program to be restricted to representation on new Welfare Committee.

BCR - March 15 BCR - 211 /74

Request for \$21,177.05 over and above \$273,000.00 for 1973-74 to meet year end deficit in Welfare - Approved April 2, 1974 by Regional Director.

Letter of October 4, 1974

from Chief of Reserve to Region.

Complaint concerning relocation of Welfare Office in Campbellton.

Recommendation that M. Zacharie be considered for position of Welfare Administrator.

Request to expedite on the job training for Welfare Administrator and return of Welfare Administrator to Band Council.

APPENDIX E

IN-DEPTH REVIEW OF EVENTS
IN EDUCATION PROGRAM

7. EDUCATION PROGRAM - RESTIGOUCHE RESERVE

The history of the Education system which exists today for the Reserve, dates back to 1968 when an agreement was made with the Province of New Brunswick, to provide Education for Grades 1 to 12 in schools located in Campbellton, New Brunswick.

The current Band Manager, Mr. Ron Mahoney, who was Education Officer for six years before his appointment wrote a report entitled "Indian Education Review". It is the most accurate account the team could find on the evolution of the Program, and we have reproduced it verbatim part of Appendix "B" of this report.

INDIAN EDUCATION REVIEW

CAPITAL FUNDS AND TUITION FEES:

The Restigouche children are now in their seventh year in the Campbellton schools. Over these seven years, there have been many changes and most of these changes have helped your children achieve a greater degree of success. More and more children are remaining in school and more are graduating than ever before. I would like to share with you some of the happenings over these years so that you can see that the changes and improvements are a natural progress of your society. The benefits of having your own people working and

getting involved with the education of your children can be seen in the attitudes they have now towards education and staying in school.

In 1968, when the former chief Jack Wysote made arrangements for your children to come to Campbellton, a sum of \$667,435.00 was paid to the Province of New Brunswick in order to buy space for 374 Micmac Indian pupils from kindergarten level to grade 12. This money went towards the construction of the two new schools: Apollo XI and Restigouche Senior High Schools. In addition they were to pay a tuition fee to cover their share of the costs in teachers, operations, maintenance and administration. In 1969 the tuition fee was \$463.00 for each child in grades one to twelve and half of that for the kindergarten children because they only attend half-time. As the cost of education went up each year, so did the tuition fee, which is now \$950.00 for students in grades one to twelve and \$475.00 for each pre-school child. There are 361 students in grades one to twelve and 46 in the nursery and kindergarten, who really only count as 23 full-time students because they only attend half a school day. As you can see by adding the 361 and 23, we have 384 students that we pay tuition fee for but we have only bought 374 spaces in Campbellton schools. The Province could if they wished ask for more money for space, and in the event that they should, the Band Council is considering the transfer of

this class to the Reserve. If by 1977, the Province of New Brunswick does not have a kindergarten program in its system, then both the nursery and kindergarten classes could be transferred to Restigouche. It is not their intention to transfer any other grades or classes now or in the future.

In further efforts to stay within the 374 spaces bought, the band council has also decided that they will no longer pay the cost of education for non-status Indians who may be living on the Restigouche Reserve.

Non-status Indians will either have to attend school in Cross Point or make arrangements with their Quebec School Board to have their tuition fees paid by them if they are in the high school grades. There are seven non-status Indians now attending school in Campbellton. The tuition fee for all non residents in the Province of New Brunswick is \$950.00 for this year only.

THE DEVELOPMENT OF SPECIAL SERVICES:

The first agreement signed in 1969 asked for only one extra service, an attendance officer to look after the attendance of the Micmac children in Campbellton schools. Shortly after school began, the band council asked the school board to hire an education counsellor to work full time for the Indian students. I began this work in October of 1969.

As you know, there were 35 students who continued to attend school in Restigouche that year. There were 196 children in grades one to six, 99 in grades seven, eight and nine, and 13 in grades ten, eleven and twelve spread throughout six different schools. Needless to say, there were many difficulties to overcome in that year, and it was done through a joint effort on the part of both Restigouche and Campbellton. Consultants were brought to Campbellton to look at the total education system. When the recommendations were made to the School Board, they began to make the necessary changes over a period of two years.

The first expansion of services took place in 1970 as a result of these recommendations. It was suggested that we start a pre-school program for four year old children. Miss Irene Vicaire was hired as the nursery teacher and Mrs. Hilda Labillois and Belinda Mitchell were the teacher-aids in these two classes.

Mrs. Geraldine Basque was hired as a teacher-aid to work with the grades one and two at the King Street School where there were more than the one-third class limit of ten students from Restigouche in both classes. The purpose of the teacher-aid was both to provide a link for the child with his or her home environment and give the teachers more time to work with students that were having difficulties with their school work. It was not

intended that they should teach in these classes, however they were encouraged to return to school to become qualified teachers. As you know, this has happened with many of our former aids.

In 1971-72, teacher-aid services were expanded to the primary grades at the Lord Beaverbrook School where a remedial program was started at both the one, two, three grade level and the four, five, six grade level.

Mrs. Hutchison was the primary remedial teacher and Miss Belinda Mitchell the primary teacher-aid working with her. I, Ron Mahoney was the half-time four, five, six remedial teacher and Mrs. Edith Caplin was the half-time aid. Miss Irene Vicaire had left the district and Mrs. Hilda Labillois became the nursery teacher. Mrs. Brenda Metallic replaced Miss Mitchell in the kindergarten class as aid.

Also in 1971 a remedial teacher was hired to work at the Junior High School level. The teacher was Mrs. Roy. It was also in 1971 that we started a course in the Micmac language and culture at the Jr. High level.

Mr. Romey Labillois was hired as the teacher of the course. The course was offered as an option to Indian students in place of french-2nd language.

By the year 1973-74, there were a total of six teacher-aids, three teachers, a language curriculum consultant, and attendance and supplies officer, and myself the counsellor working as special services for the Micmac children in school. The school board office had also become a training ground for our High School students. In 1972 Blanche Metallic began working full-time and Gloria Barnaby half-time as she continued her schooling. Later Janice Vicaire and Christine Barnaby were employed.

The cost of these services has gone up from \$21,354.00 in 1969-70 to \$88,372.00 in 1974-75. We can honestly say that we had developed many services that other bands or communities would have liked to have. It was at this time that the Department of Indian Affairs officials came from Quebec to study each of the services developed. Their concern was with both cost and service to the student. To follow the trend of getting professional type help which was going on right across the country, the band was asked to consider phasing out the role of teacher-aids and place qualified remedial teachers in their places. The reason for having remedial programs was to attack the learning problems experienced by the children in reading and language arts which could only be done by someone who had studied these areas over and above their regular teaching qualifications. The original role of teacher-aid was to

provide a link with the community and allow the regular teacher more time to work with students but even then some teachers had difficulties in solving the learning of the children.

THE 1975 FEDERAL-PROVINCIAL AGREEMENT:

After five years of negotiations and discussions with the band, the school board, the province and Indian Affairs, a new agreement was signed in August, 1975. This agreement put on paper the nine services that had been developed over the previous five years. A budget of \$115,000.00 was provided to cover the costs of salaries for ten people. The transportation of the children to catechism, figure skating, sports, etc. and to provide each child with the school supplies they needed to attend school. Although this is a two year agreement, services can be negotiated each year between January and March if requested by any of those involved in the agreement. The amounts on the budget for each service definitely change each year to take into account the higher costs for salaries and supplies.

WHERE DO WE GO FROM HERE? - PLANS FOR THE FUTURE

There are two programs where the band can receive funds for educational development; the in-school program which has been explained so far, and the Amerindianization program which aims to protect and encourage the

development of the Micmac language and culture. Over the past four years the band has been involved in deciding how these funds were to be spent. Most bands have asked that these funds now come under local control and be administered by the band. Indian Affairs has agreed to decentralize parts of both programs to the Restigouche band.

Under the in-school program and agreement, the band would administer the school supplies budget, the extra-curricular transportation budget and the teacher-aid salaries budget. The district two school board would continue to administer the salaries of the special remedial teachers, the attendance and supplies officer, the education counsellor, and the clerical assistant working under the Board. Indian Affairs would continue to administer the tuition fees and overall budget. This is expected to be in effect for the 1976-77 school year. There will not be any change in the number of jobs or services provided.

Under the Amerindianization program, the band would receive about \$50,000.00 for the program they have proposed. The purpose of the program is to develop both resource people and resource materials for the teaching of the language and culture to both adults and students in school. It is their intention to hire a full-time

linguistic research associate through McGill University to work in Restigouche under their band education committee. His job is to train and assist the adults and the children learning the Micmac Language. The budget covers three salaries and the materials needed for the collection and production of teaching and learning materials. The jobs will be advertised and the positions filled by April 1975.

WHY ENCOURAGE THE USE OF MICMAC?

It is not the aim of these programs to isolate or limit the opportunities of the children in a Canadian Society. The aim is to strengthen the cultural identity so that they will have a pride in their own culture and language but a respect and understanding also for other cultures. A person's mother-language and cultural identity go together. If the parents reject the language, then the children will feel later on that their Micmac status is not worth keeping, which could make them reject something that is part of their whole personality: their home, their people, their community.

Both of these programs can be looked upon as your Micmac Indian contribution or gift to your children's education and development. There is no intention to reverse the good things that have happened in the education of your children, or cause them to have more difficulties at

school. There is not any intention or plan to teach all subjects in Micmac in Campbellton or Restigouche. Your involvement and information is greatly appreciated.

When the questionnaires on the language which have been passed out to you and returned come in, the results of the answers will be passed on to you. Your ideas will be considered in the planning of the programs.

PRE-SCHOOL CLASSES IN RESTIGOUCHE

The Restigouche Band Council is studying the possibility of having the nursery and kindergarten classes on the reserve, for the school year 1977-78. The teachers and program would still have a close link with Campbellton and they would be qualified, but the children would be closer to home. It is felt that this would help the attendance and transportation problems for these small children.

The classes would be in a new building, pre-fab classrooms, or renovated part of the monastery depending upon the costs of each proposal.

Teacher-aids would only be provided where the teacher is not a native Micmac Indian teacher. If the number of children is only 20 in each class, there would only be one teacher.

There is the possibility that by 1977, the Province of New Brunswick may have public kindergartens for all students. If that is the case, the Micmac Indian children will be integrated into these classes, in Campbellton schools. The nursery class would be the only class in Restigouche if this happens.

The expected enrolment for the nursery class in 1976 is 32 pupils, and for 1977 is 26 pupils. The expected number of students in the elementary for 1976-77 is 208, the junior high is three and the senior high is 50 for a total of 369 grades one to twelve.

WHAT IS THE EDUCATION COUNSELLOR'S JOB?

The education counsellor's main role is to work with the Restigouche Band and district two school board to see that the in-school education programs meet the particular needs of Micmac Indian students. This is done by keeping a watch on the progress of each student and of all the students as a group. He provides counselling to those students wishing to continue their education upon graduation, and provides the information concerning the Indian Affairs Program of Educational Assistance. By working in cooperation with the band council, he helps plan and propose work projects for the High School students or graduates during the summer. The education counsellor is also the liaison officer or

information link for all information concerning Indian education between the Band, the Board, Indian Affairs, the Province of New Brunswick, the staff and the parents. He assists in the training of the special service staff and acts as a resource person for the teachers and principals in district two.

Discipline is the responsibility of the principals; attendance is looked after by the attendance and supplies officer; and transportation is looked after by the band council.

The counsellor also works closely with those people creating learning or teaching materials that are designed to provide Micmac cultural content to the in-school programs.

HOW WELL ARE THE MICMAC CHILDREN DOING?

In 1969 there were 126 repeaters in grades one to nine which was about 38% of the population. Two years later in 1972 it was down to 70 or 20% of the population. Last year there were only 38 repeaters in grades one to nine which is only 11% of the school population. This year there will even be less. Since this is the first year that we have been receiving students in the Junior High School that began school in Campbellton in 1969, you can expect more and more of these students to remain

in school and graduate. When the children don't repeat their elementary grades, they are not too old when they get to Junior High so they stay in school. Our records show that if a child makes it to grade nine before he or she is 16 years old, they will usually stay in school.

In 1969, the dropout rate in grades nine to twelve was 27% of that population. Last year it was 13% but we must remember that most of these children had already repeated a number of grades either in Restigouche or Campbellton. Looking ahead, we should very soon be at the non-Indian rate of 6%.

Looking at the total in-school population, 205 or 55% of the Micmac children have already repeated at least one year of their schooling since 1969. The services of remedial teachers is our way of seeing that these particular children do not repeat another year of school.

Last year we had five graduates, this year we expect to have ten. You have good reason to be proud of all of them.

HUMAN RESOURCES: PRESENT AND FUTURE

Hilda Labillois studying early childhood education at Sir George Williams; Theresa Isaac studying education at Sir George Williams University; Brenda Metallic studying

counselling education in London, Karen and Sandra Isaac at Carleton University in Ottawa; Gloria Barnaby studying science at St. Francis Xavier University; Rena Morrison studying counselling education in London; Ida Labillois at Dawson College in Montreal; Clyde Jacques and Gordon Caplin at Moncton Tech; and Roland Morrison going to teacher's College this fall.

As well, Emmanuel Metallic is teaching the Micmac language under the Dawson College Program and Romey Labillois, an artist and language specialist, has been working with the curriculum branch of Indian Affairs at Lamacaza.

These are only a few of the resource people and I apologize if I have omitted the names of any of our post school students. They deserve both your encouragement and pride for their efforts. They offer your younger children the vision of success needed to keep them in school.

CONCLUSION: PARENTS ARE PART OF EDUCATION

Your comments, requests for more information or your suggestions will be appreciated at any time.

Ron Mahoney (Magtawituat) (Magtaoitoat)

Indian Education Officer

Dist. two School Board, Campbellton

APPENDIX F

BAND COUNCIL ADMINISTRATIVE
ORGANIZATIONS - 1972 AND 1977
RESTIGOUCHE RESERVE

BAND COUNCIL ADMINISTRATIVE ORGANIZATIONS

1971-1972

1977-1978

1. GENERAL

- local government organization
- Supt. of Indian Affairs
(D. Henry)
- departmental employee at
Sept-Isles District Office
- Lands and Estates Officer
(R. Jacobs) departmental
employee at Sept-Isles
District Office
- Chief (R. Wysote) held
position of Band Manager
as well
- T.B. Minutes for admini-
stration of local service
programs by Indian Bands
was approved Oct. 1972 -
Band had indicated their
intent to assume programs.

2. -Band Council comprised 11
elected counsellors and 1
Chief

1. GENERAL

- local government organization
- no Supt. of Indian Affairs
- Band no longer reports to
Sept-Isles (District Office
services to Band terminated
as of July/73)
- Band now deals directly with
the Quebec Regional Office of
Indian Affairs Program
- Band Manager responsibilities
split from Chief
- numerous program responsib-
ilities decentralized to Band
level for administration.

2. -Band Council comprised 11
Counsellors and 1 Chief
-2 yr. term of Office

-terms of Office 2 yrs. and Council elected by Band Members

-Committee structures very ad hoc (general portfolios defined for Committees but not for Executive Officers)

-responsibility of council was to deal with District Office in Sept-Isles to obtain funds under Contributions to Bands to meet Band requirements

-July 1973 closing of District Office services for Restigouche-Band engaged administrative staff as Band employees to provide administrative support for programs which have been requested to be decentralized

BAND MANAGER

SENIOR CLERK

SPECIAL CLERK

WELFARE OFFICER

-elected by Band Members

-committee structures:

- Administration Committee
 - 2 Band Counsellors
 - 1 Admin. representative from Regional Office
- Community Affairs Committee
 - 1 Band Counsellor
 - 1 Chief
 - 1 Regional Office Rep.
- Education Committee
 - 2 Band Counsellors
 - 1 Chief
 - 2 Regional Reps.

-committee responsibilities involved in-depth study of plans for programs underway and under consideration for decentralization

-Chief and Band Manager review recommendations and present to Band Council

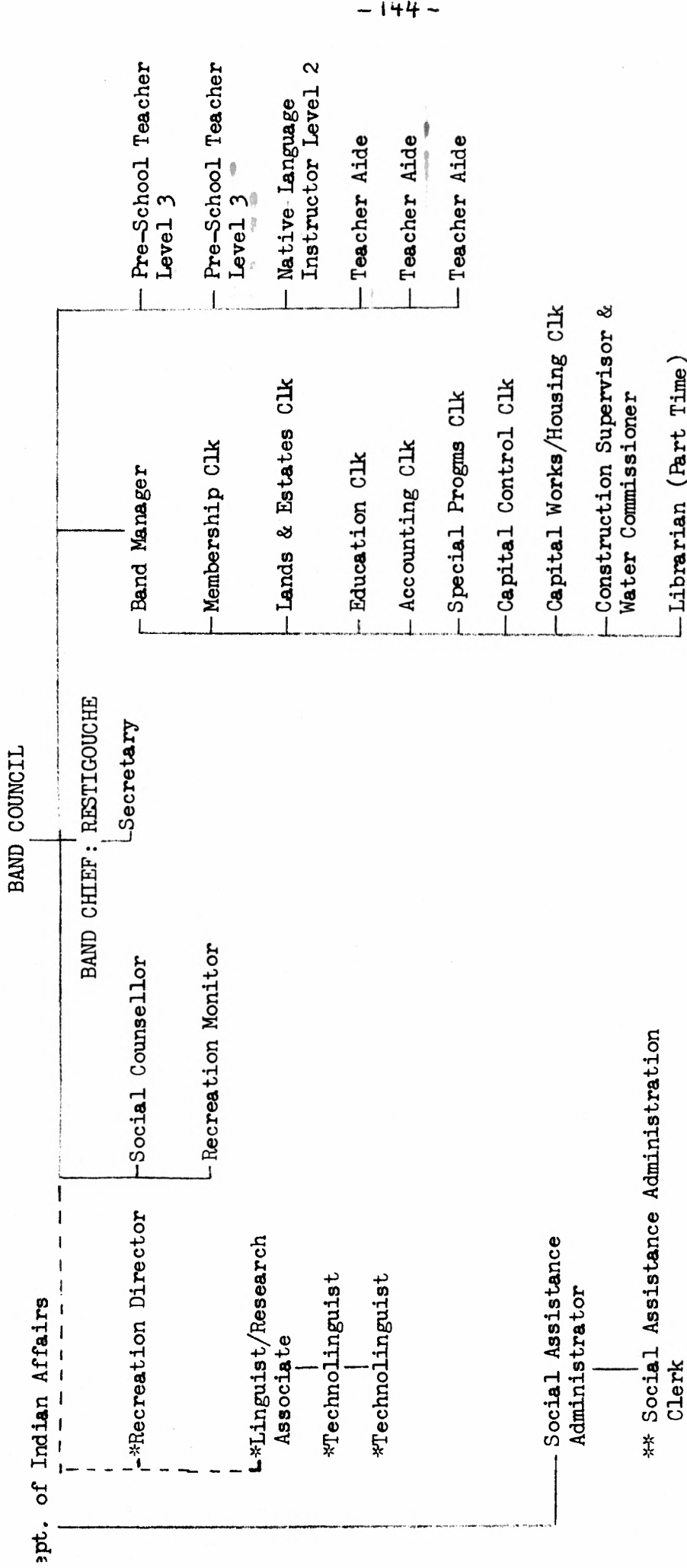
-Administrative Staff: see chart attached

-position descriptions for all Band employees classified

- administrative staff accountable to Band Manager - Band Manager reports to Chief - Chief accountable to Band Council
- general responsibilities of Administrative Staff were defined as similar to position duties previously performed at Sept-Isles District Office
- Band Manager responsible for effective management of funds decentralized (or transferred) to Band under approved budget appropriations - signing authority for accounts payable - responsible for drafting Band Council Resolutions - general accounting - advice to Chief and Council on administrative matters
- Senior Clerk responsible for Band Registry - cumulative log on budget expenditures - general administration
- commensurate with skills and experience required - pay rates established in accordance with Regional accepted pay grids
- Band employees receive sick leave and vacation leave (or 4%) - no pension plan
- all Band employees (administrative) report to Band Manager
- turnover - almost nil
- method of selection by poster competition
- Reserve policemen trained in Pointe Bleue at H.Q. of Ameridian Police Association (Training by QPP and RCMP methods)

- Specialized Clerk - project
work and some Lands and Estates
records
- Welfare Administrator reported
to Chief for newly
decentralized Welfare Program -
issued social assistance in
accordance with dept'l criteria
- Band employees did not qualify
for fringe benefits as public
servants
- turnover of staff not
significant problem
- Band employees selected by
pre-screening and engagement by
BCR

ORGANIZATION CHART - RESTIGOUCHE BAND COUNCIL ADMINISTRATIVE ORGANIZATION - 1977



*-Positions report functionally to the Band Council. Salaries are provided through the Amerindianization Program of Manitou College and McGill University of Montreal.

**-Position salary is paid by administrative arrangement through the Regional Office, Quebec. Incumbent is considered Band employee.

APPENDIX G

ENGAGEMENT MEMORANDUM

ENGAGEMENT MEMORANDUM

Project Number: 2-14-G-207

Title: A Review of local government on the Restigouche
Indian Reserve - 1973-1977.

Clients:

Band Council	Acting Director	Director	Director
Restigouche Reserve	Planning	Local	Program
		Government	Evaluation
Restigouche	Quebec Region	Ottawa	Division
	Quebec		Ottawa

Project Managers:

Tony Dedam	Michael Issac	Ron Manohey
Chief	Councillor	Band Administrator
Restigouche Reserve	Restigouche Reserve	Restigouche Reserve
Peter Phillipoff	Yves Leclerc	Bernard Pelot
Program Evaluation	Planning	Management Consulting
Division - Ottawa	Quebec Region	Services (M.C.S.)

Project Team:

Consultant: Maurice Cloutier

Researchers: Band (to be nominated by Band Council)

M.C.S.: Randy Wood

Objectives:

To review the evolution of the local government process at the Band level between 1973 and 1977, to identify the problems in providing effective local government on the Restigouche Indian Reserve at both Band and Regional levels and, to make recommendations which would lead to improvements in the Band's ability to manage its own affairs.

TERMS OF REFERENCE:

The review will include:

1. Developing a Reserve socio-economic profile fore 1972 and for 1977, to illustrate the changes that have taken place in the five year period.
2. Developing a history of the various programs taken over by the Band Council during the years 1973 to 1977, including in Phase II, an in-depth study of selected programs and projects.
3. An examination of the organization, systems and procedures employed in the local government administration, and the interaction between the Regional organization and the Band. Included will be an examination of the extent of Program versus administration responsibilities for the various activities.

4. An examination of the direct Band/Region relationship (with particular emphasis on the effects of not working through a District Office), from both the Band and Regional office points of view.

5. An analysis of findings and the development of conclusions and recommendations toward improvement in Indian Affairs Program delivery and local administration.

PROJECT ORGANIZATION:

The Project Managers will provide overall direction to the Project Team, and will review progress periodically throughout the study as follows:

- August 31, 1977 - Approval of Engagement Memorandum with consultants
- September 12, 1977 - Approval of Outline for Information Base and format to gather data
- October 24, 1977 - Approval of approach for documentation and for carrying out of In-depth Study
- November 28, 1977 - Review of analysis, conclusions and recommendations.

The project will consist of two main phases:

PHASE I: Gathering basic data (quantitative information) and identification of areas for In-depth Study Aug. 17 to Oct. 21

PHASE II: In-depth study; development of	Oct. 21 to
conclusions and recommendations;	Dec. 6
presentation of findings to Band,	
Region and H.Q. clients	

STUDY OUTPUT:

Management Consulting Services will provide the clients with verbal presentations of findings and recommendations, followed by a written report in English with translations, as directed by the clients, within three weeks following presentation.

PHASE II: In-depth study; development of Oct. 21 to
conclusions and recommendations; Dec. 6
presentation of findings to Band,
Region and H.Q. clients

STUDY OUTPUT:

Management Consulting Services will provide the clients with verbal presentations of findings and recommendations, followed by a written report in English with translations, as directed by the clients, within three weeks following presentation.