

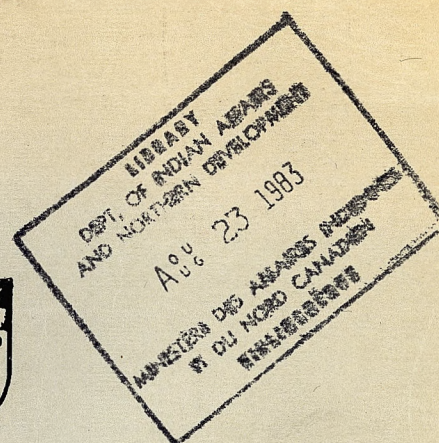
Federal-provincial Conference on Indian  
Affairs, Ottawa, 1964.

Federal-Provincial Conference on Indian  
Affairs : report of proceedings.

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FEDERAL - PROVINCIAL  
CONFERENCE  
ON  
INDIAN AFFAIRS

CONFERENCE  
FEDERALE - PROVINCIALE  
SUR  
LES AFFAIRES INDIENNES

REPORT OF PROCEEDINGS

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COMPTE RENDU DES DELIBERATIONS

Prépare par la  
Direction des Affaires Indiennes  
Ministère de la Citoyenneté et de l'Immigration

Prepared By  
Indian Affairs Branch  
Department of Citizenship & Immigration

OTTAWA,  
OCT. 1964.

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REPORT OF PROCEEDINGS -- FEDERAL-PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
Ottawa, October 29 and 30, 1964

The Minister of Citizenship and Immigration, the Honourable René Tremblay, declared the meeting officially open at 9.50 a.m. He said that this was both an historic and auspicious occasion in the annals of Indian affairs administration in Canada. The Federal Government sincerely appreciated the cooperation shown by the Provincial Governments in bringing a Federal-Provincial Conference on Indian affairs into reality and Mr. Tremblay extended a warm welcome to the provincial delegates. He said that he regretted that a meeting could not be held earlier as originally planned but thought the postponement of the Conference had certain beneficial aspects which should help discussion.

AGENDA

Mr. Tremblay, acting as chairman at the request of the provincial delegates, mentioned that a draft agenda had been forwarded to the Provinces early in September for comments. Several Provinces had indicated it was quite satisfactory, while others made no comment. One Province suggested that attention should be given to determining the basic problems or needs of the Indian people before discussing possible solutions. However, since much work had already been undertaken in this field and additional research is presently under way, he suggested that this topic might be discussed under the heading on the agenda, "General Discussion". He asked if there were any additional comments on the agenda.



The Honourable L.P. Cecile, Minister of Public Welfare for Ontario, said that the Ontario Minister of Education, the Honourable W.G. Davis, could not attend until the next day and he asked that the discussions on Education be postponed till the Friday morning. This was agreed.

The Honourable J.B. Carroll, Minister of Welfare for Manitoba, referred to page 20 of "Notes on the Discussion in Committee IV on Indian and Eskimo Affairs" of the 1963 Federal-Provincial Conference, in which it had been agreed to discuss the needs of the Indians rather than ways and means of actually helping them. He said that Manitoba had received the Education Proposal only a week previously and that he did not have the views of their Department of Education. He felt that various types of solutions to needs should be considered primarily rather than proceeding directly to solutions.

Mr. Tremblay said that he realized this was a topic which it might be useful to discuss, and following the federal and provincial statements, as much time as the delegates wished could be devoted to a discussion of needs.

The Honourable F.C. Colborne, Minister of Public Works of Alberta, said little purpose would be served in criticizing the delay in obtaining the Education Proposals and felt that the Conference should get down to the business of the agenda. He was particularly pleased that the Federal Government had gone to such length as to have a team visit the Provinces prior to the Conference and thought that the Conference should proceed as planned.



FEDERAL STATEMENT

Mr. Tremblay stated the Conference had its origin in a recommendation made by the Committee appointed to study the administration of Indian and Eskimo affairs during the 1963 Federal-Provincial Conference. The Committee report charted desirable long-range objectives and policies applicable to the Indian people, and basic principles that should be adhered to in moving towards such objectives.

(The complete Federal Statement is given as Appendix D)

He pointed out that the 1963 Conference placed stress on the necessity of correlating Federal and Provincial policies and responsibilities for health, welfare, education, community development and other services if Indians were to be associated more closely with other Canadians. It defined important long-term objectives and recognized that in working towards these objectives, Indians should be consulted throughout, existing essential services to Indians must be maintained during the development of new arrangements, and that as the long-term objectives are attained, special supports and protections historically provided to Indians should be progressively adjusted. Finally, he said the Conference had recognized that the time had come to find the basis on which the widest possible range of Federal, Provincial and Municipal services can be extended to Indians.

Mr. Tremblay briefly reviewed the Agenda and concluded by saying that what was achieved at this Conference and in the days following it, will demonstrate to the Indians and to the public whether there is real hope for the Indians through self-determination and enlightened government leadership and help, to achieve economic progress and a position of equality with other Canadian citizens.



## PROVINCIAL STATEMENTS

### Ontario

The Honourable L.P. Cecile, Minister of Public Welfare, Province of Ontario, gave the statement on behalf of his Province.

(The complete Ontario Statement is given as Appendix E )

A summary is as follows:

He stated that Ontario has the largest native population of all the Provinces and Indians are located in all areas of the Province. Because the Federal Government has maintained direct and almost total jurisdiction over the Indian population, the Indian has been considered a person apart. / The reserve system has worked to isolate Indians rather than integrate them. / This is not to say that there have not been values in reservation environment, and in Ontario there are a number of well operated reservations on which the residents enjoy virtually the same benefits as the average citizen. / However, the reservations are limited in size and in the face of a growing Indian population, they are limited in economic and social opportunities. The off-reserve Indian should be given equal consideration with the Indian who remains on the reserve.

He said it would be wise to take Indian representatives into our confidence and learn their opinion on any measures that might be proposed as a result of these discussions. For this reason, he had brought Mr. Elliot Moses, chairman of a Committee of Indians that provides continuing advice to his department. //

Mr. Cecile stated that in northern Ontario there are many Indians who have not been exposed to civilization as we know it,



yet some thousands of them live -- not on reserved lands -- but in groups and communities in or near towns and villages. They need assistance, not only in welfare services, but in health programs, in housing, employment, recreation and, perhaps, law enforcement. Education is the pressing requirement. Ontario had gradually extended a multitude of services to Indians and is already moving forward in community development of Indians in northern Ontario.

Mr. Cecile complimented the Federal Government on the preparation of the informative material made available to them, but if he were to be critical at all it would be along the lines that the material is directed mostly to on-reserve Indians, placed much emphasis on welfare services and too little on other very important aspects of community development. The concept of welfare appears too narrow.

#### Quebec

The Honourable Emilien Lafrance, Minister of Family and Social Welfare, gave the Quebec statement.

(The complete Quebec Statement is given as Appendix F)

It is summarized as follows:

He said the purpose of the Conference, as the Quebec delegation saw it, was to discuss the implementation of the agreement of principles arrived at by the Prime Minister and Premiers' Conference of November, 1963. At that Conference, it had been agreed that Indians should be associated more closely with the life of other Canadians and that this implied correlation of federal and provincial policies and responsibilities in health, welfare, education, community development, municipal and other services. The task of this Conference, therefore, was to start a progressive transfer to the Provinces, not of con-



stitutional jurisdiction but of the initiative and responsibility which the central government has so far experienced alone in this sphere.

He stated that Quebec is ready to extend all its services to the whole of the Indian population on the same basis and according to the same criteria as the rest of the population. There are two conditions which must be fulfilled if this extension is to be carried out smoothly and successfully: (a) the Province must acquire sufficient prior knowledge of the Indian communities and the various services they now receive -- an inventory is now proceeding-- and (b) the Indian must be consulted and taken an active part in each step.

He declared that Quebec believes (a) it would be appropriate to set up a Provincial Advisory Council, composed exclusively of Indian representatives, to advise the government departments; (b) Co-ordinating Committees of higher civil servants should be set up in each Province; (c) standards of service should be the same for Indians as for the rest of the population; (d) the question of finance should not be allowed in any way to impede the integration of the Indians; (e) agreements should be on a Province-by-Province basis; (f) the extension of provincial services should be considered as a whole and not service by service; (g) it is favourable to general agreements between Canada and the Quebec Government with respect to education; and (h) the Welfare Proposals are acceptable as a starting point for discussion, bearing in mind that they will have to be adapted because Quebec does not receive federal welfare grants and wishes to contract out of the welfare part of unemployment assistance and (i) as regards Community Development, Quebec hopes to be in a position in a few years to provide



this service to Indians but in the meantime, if the Federal Government decided to proceed in the Province, Quebec would appreciate being consulted.

Mr. Lafrance said that the Quebec delegation regarded the present Conference as a continuation of the Conference of November, 1963, and as a prelude to future meetings. It was hoped that these Conferences will be a landmark in the integration of the Indian population to the rest of the Canadian population.

#### Nova Scotia

The Honourable James W. Harding, Minister of Public Welfare for Nova Scotia, thanked the Minister for the opportunity of attending the Conference. He said he was not too optimistic that many items could be resolved at a Conference of this nature, but they had come in a spirit of cooperation.

He pointed out the Indians of Nova Scotia are better integrated than in most other Provinces, primarily because of their small numbers and their location. He was pleased to hear that the Federal Government intends to maintain jurisdiction over the Indians as provided under the B.N.A. Act and felt that the Federal Government was in a position whereby it must sell the idea of extension of services to the Provinces. Nova Scotia believed that the function by function approach was the only practical one and intended to start studies in various areas. They are not particularly interested in long-term agreements until they have had more experience in this field. For instance, an agreement could probably be made at present on highway development on Indian reserves in Nova Scotia, but this is the only area that has been studied in depth.



## New Brunswick

The Honourable William R. Duffie, Minister of Youth and Welfare, thanked the Chairman, on behalf of his delegates, for the opportunity of attending the meeting and for having previously sent a federal delegation to visit New Brunswick officials.

He said the Indian population in the Province is small but New Brunswick would be happy to participate in the creation of a new environment for the Indians and in helping the Indians develop themselves.

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(The Chairman intervened at this time to mention that copies of his opening address had been made available to the Press and that the Provinces should feel free to do the same with their statements if they wished to do so. It was traditional in Federal-Provincial Conferences of this nature that there be complete freedom in giving statements to the Press but generally, both Federal and Provincial delegates refrained from reporting progress on the various matters until the end of the conference.)

## Manitoba

The Honourable J.B. Carroll, Minister of Welfare for Manitoba gave the Manitoba statement.

(The complete Manitoba statement is given as Appendix G)  
It is summarized as follows:

Mr. Carroll said that Manitoba's Indian and Metis population was recently estimated to be 27,500 Indians and 28,000 Metis, or 55,500 total. This is more than 5 per cent of the provincial



population. A recent provincial study indicates that 50 per cent of the Métis labour force and nearly all reservation Indians lack full-time employment. Federal and provincial welfare payments to these people are estimated at just under \$4,000,000 in 1963 with a forecast of approximately \$12,000,000 for 1975 unless present trends are reversed.

He pointed out that many successful integrations of Indians and Métis into communities have occurred, but the main concern is for the much larger group of Indians and Métis who are indistinguishable from one another except in the eyes of the federal and provincial officials. Manitoba is convinced that effective solutions to the problem can most readily be found by joint efforts of the people and the two governments, and that a clearer view and understanding of the problems are necessary before new measures are attempted.

He stated that some of the main factors underlying the problems of people of Indian ancestry are the customs and tradition of the Indian and Métis way of life, their reliance on natural resources and their remote and isolated living conditions. He said the reserve system had tended to destroy local initiative and leadership and that the same type of dependency is evident in adjoining non-treaty and Métis settlements.

He said they see no value in merely substituting provincial services for federal services, and efforts should be directed more constructively towards broad social, economic and educational programs.

The federal proposals on education, he said, had arrived only recently and would be considered by their education specialists. The federal proposal for a Community Development Program (on reserves) would become, he hoped, an enlarged joint program supported equally



by both governments. Manitoba believes, however, that a new dimension must be added to the present program, namely, a large economic development program deliberately directed towards the creation of modern employment opportunities. This could involve special incentives to employers, such as the provision of long and short-term credit, expanded programs of on-the-job training, wage subsidies, tax incentives, or other long-term inducements.

He said that Manitoba believes that solutions can be found through joint discussions, through a common understanding, and through the development of imaginative programs rationalized and coordinated among all parties involved.

#### British Columbia

The Honourable Wesley D. Black, Provincial Secretary and Minister of Social Welfare, read the British Columbia submission to the Conference. It is as follows:

"British Columbia believes that Native Indians should receive comparable governmental services as other citizens, particularly in the field of health, education and welfare.

Our Native Indians contribute much to the Canadian economy and will most certainly contribute more as they are better housed, fed, educated, trained and employed.

British Columbia believes that Native Indians merit the same level of services as other Canadians. If they are not assisted more than has been the case heretofore, they will add to the total overall governmental costs, because social or physical illness have no boundaries.

British Columbia feels, therefore, that an equitable formula

should be cooperatively worked out with the Federal Government for the provision of governmental services to Indians, keeping in mind the human factor and realizing that an effective joint program will save the taxpayer money in the long run.

With respect to public education of the children and youth of Native Indians, Canada has similar responsibility as in the welfare field. Therefore, the Federal Government should be prepared to contribute its proper share of educational costs so vital to full integration in the long run of all our citizens.

British Columbia fully agrees in principle that Native Indians be integrated with the general population and receive like services and expects the Government of Canada to provide its fair share of the cost of this integration."

#### Prince Edward Island

The Honourable Henry Wedge, Minister of Welfare and Labour, said that there was only one Indian reserve in the Province and that Indian Affairs Branch had been looking after it very well. Their main concern is with Indians off reserves, with education as the chief problem. They would like to see the Indians moved into communities so that the children could be put into community schools. He said education is even more important than welfare insofar as Prince Edward Island is concerned.



## Saskatchewan

The Honourable John Cuelenaere, Minister of Natural Resources, gave the Saskatchewan statement.

(The complete Saskatchewan Statement is shown as Appendix H )  
The highlights are as follows:

He said the Province believes that the time has come when more must be done to improve the lot of the people of Indian ancestry and to accelerate the process by which they become an integral part of Canadian society. Toward this end, Saskatchewan had announced the intention of establishing a new agency to give special attention to the problems of people of Indian ancestry.

Mr. Cuelenaere stated that Saskatchewan proposes to begin as soon as possible to extend provincial services to treaty Indians. Since it would be impractical to take over responsibility for all services immediately, a staged extension which might be completed in as little as five years, is recommended. The extension, he said, would take place mostly through existing provincial departments.

Mr. Cuelenaere went on to say that the Federal share of expenditures on behalf of Indian citizens in Saskatchewan in 1962-63 was approximately \$10,300,000. It was assumed that, when the transfer of responsibility is complete, a transfer of funds of at least this amount could follow.

Mr. Cuelenaere believed that initially and during the transitional stage the Province should not be required to contribute toward general assistance payments to Indians. The proposal for sharing the service component and capital costs appear to constitute a reasonable basis for discussion.

He stated that on the subject of education of Indian children, he looked with favour on the suggestion that agreement on the financing of operating cost should be between the Federal Government and the Province. He agreed that subject to the consent of the respective Band and negotiations with the school board, Indian reserves should be incorporated into existing school districts. Saskatchewan would like to see Indian reserves forming part of a municipality, with the Indians having a direct voice in local administration.

Mr. Cuelenaere suggested two ways by which the transfer of funds from the Federal to the Provincial Government could be handled:

- (1) the Federal Government might "contract out" of supplying services to Indians and both authorities would agree on a staged transfer of responsibilities over an agreed period, subject to agreed financial arrangement;
- (2) an annual lump sum payment from Canada, made on the basis of an estimate at the beginning of the year and subject to a final adjustment based on actual experience.

Alberta

The Honourable F.C. Colborne, Minister of Public Works, stated the Alberta position.

(The complete Alberta Statement is shown as Appendix I )

A summary is as follows:

He said the position taken by Alberta is based upon the belief that the Indian who is set apart from the rest of the citizens, constitutionally and legally, has a right to enjoy this separate status



and no Act of any Province should infringe upon this constitutional right.

He went on to say that Alberta in their discussions would be guided by certain principles which are as follows: Indians are a federal responsibility until there is a constitutional change and, as such, Alberta will not attempt to come between Canada and the Indians. Indians should be taught to utilize the services provided by communities but must be encouraged to assume attendant responsibilities. Finally, a receptive climate must be created in our society which will encourage the Indian to come forth.

Mr. Colborne said that with these principles in mind, Alberta favoured a comprehensive approach to the extension of provincial services, whereby any master agreement would include Education, Health, Community Development and Welfare as a package. Furthermore, Canada should be prepared to accept provincial standards rather than seek uniformity across the country. Moreover, if a policy of consultation is to be pursued prior to the extension of provincial services, then Alberta must be prepared to extend services on a band-to-band basis instead of a region-wide or province-wide basis.

He said he must question the Federal formula for cost-sharing concerning the extension of provincial services to Indians with reserve residence. While the Federal brief refers to Indians as a "high cost" segment of our population, it should be pointed out that this is equally true of Indians who have left reserves and, as such, it could be argued that the formula might well be applied to these off-reserve Indians who are poorly equipped to make their own way without special assistance. Thus Alberta will not pursue this line of reasoning but are quite prepared to accept the additional expense of this off-reserve high cost

group and to extend to them every provincial service on the same basis as other provincial residents.

The situation regarding Indians with reserve residence is somewhat different. Some provincial welfare services have been extended to reserve residents by agreements. Although these extensions already represent some cost to Alberta, they are prepared to continue the practice; however, they believe that the Federal Government should continue to assume full responsibility and all costs involved.

He said Alberta finds the cost-sharing recommendations described under the heading "Capital and Other Costs" agreeable, and that they are in full accord with the items relating to cost-sharing in the community development fields.

Mr. Colborne stated that Alberta could not accept a share of costs of educational services as proposed under Item 1 of the Education Proposals, although they are quite prepared under mutually acceptable circumstances to extend educational services to Indians with reserve residence. He said he was agreeable to statements 2, 3, 4 and 5, and while he was in agreement with item 6 in principle, this would have to be referred to the university which carries out teacher training.

#### Newfoundland

The Honourable Myles P. Murray, Minister of Public Welfare for Newfoundland said the Indian population of Newfoundland is small, there being two Bands -- one at North West River and the other at Davis Inlet, in Northern Labrador, with a total population of about 500. When Newfoundland had entered Confederation, Indians had been received as full citizens. The Province had accepted total responsibility for them, but if Federal aid was being distributed to the Provinces, Newfoundland would, of course, be interested.



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DISCUSSION ON FUNDAMENTALS

(a) Consultation with Indians

Mr. Tremblay in introducing this topic said that it is an extremely important one as the success of any federal-provincial effort to extend a provincial service will depend on the Indians accepting the proposal and participating in its development. From past experience, we believe acceptance and cooperation by the Indians will not be secured without adequate consultation with them.

He mentioned that there is a lack of adequate machinery for achieving effective consultation within a reasonable period of time.

Among the difficulties to be overcome are the following:

- (a) There are 558 Bands dispersed over such a broad area that consultation with each Band is a difficult, costly and time-consuming matter.
- (b) That Indian Bands tend to be semi-autonomous groups. Such Indian Associations as have been formed do not truly represent all Bands within a Province or in Canada. In some Provinces there is more than one Association.
- (c) There are difficulties in communication because of language differences.
- (d) Varying degrees of advancement of Bands. Bands in the more remote areas often have little comprehension of the subject on which they are consulted.
- (e) Traditional reluctance of Indians to clearly state their opinions and give direct or immediate answers to questions.

- ✓
- ✓ (f) Tribal jealousies which mitigate against having them join together to elect a common representative to speak for them.
  - ✓ (g) Reluctance of many of the more influential Indians to attend conferences unless compensated for loss of wages.

Mr. Tremblay stated that the Indian Affairs Branch has developed a plan to set up Indian Regional Advisory Committees in each Region to enable it to consult with the Indians. In considering this topic there are three apparent requirements for the Conference:

- (1) to decide on the means for achieving effective consultation,
- (2) to agree on the procedure to be followed,
- (3) to decide when consultation should take place in relation to proposals to extend provincial services to Indian reserves.

At this point one of the provincial representatives raised the question of jurisdiction over Indians and asked if Mr. Tremblay would comment. At the request of the chairman, Mr. D.H. Christie of the Department of Justice read a prepared statement on

LEGAL JURISDICTION OVER INDIANS AND INDIAN AFFAIRS (See Appendix J)

Mr. Cecile questioned whether treaty Indians living off reserves were included in the above legal opinion.

Mr. Tremblay replied in the affirmative.

Mr. Carroll mentioned that Indians were suspicious of any transfer of responsibilities and Indians and Métis should be invited to consult before any agreements were reached between the Federal and Provincial Governments.



Mr. Black said he did not share the view of Mr. Carroll.

He mentioned that the Federal Government had acted correctly in calling a conference between federal and provincial officials as the primary step in determining which agreements were possible. He said that the federal proposals are those which the Indians have been asking for in British Columbia for years. He agreed with the need for consultation, but said this was a secondary step.

Mr. Colborne agreed that the chosen course is the wise one as there was little point in consulting with Indians without finding out primarily if agreements could be made between federal and provincial authorities. He said that consultation should take place as a secondary step to determine the rate of extension of provincial services to Indians and the areas concerned.

Mr. Cuelenaere expressed the opinion that the primary responsibility for consultation was with the Federal Government and that the Provinces are only involved in an intermediate way. He said that Saskatchewan had recently held a three-day conference with Indians and had run into the problem of obtaining true representation from the Indians. He felt that consultation, while primarily the responsibility of the Federal Government, might also be done by the Provinces as the latter could approach the Indians without the "stick of authority" which is sometimes felt in dealing with the Federal Government.

Mr. Guay stated that it seemed best to consult at the provincial level and a considerable degree of flexibility was needed in any program of extension of services. He felt that the Federal Government should discuss with the Provinces the type of consultation which is needed and that this could be discussed with each Band.

Mr. Tremblay summed up the discussions by saying that the Federal Government was ready to consider various methods of consultation, but insisted on the Federal Government being involved.

(Details of proposed Regional Indian Advisory Committees is shown as Appendix K)

(b) Standards of Service

Mr. Tremblay mentioned that the traditional approach of the Federal Government has been to apply uniform standards of service across the country. This has resulted in Indians in some parts of the country receiving less than their non-Indian neighbours and more in others, depending on variations between Provinces.

The federal objective is to obtain agreement that any arrangement for the extension of services where the Federal Government makes a financial contribution must contain the following conditions:

1. the standards of services to be provided under the agreement shall be that provided to other citizens of the Province.
2. where the federal standard is higher, it shall be the standard provided under the agreement.

He said there would be little chance of Indian bands accepting provincial services unless the following principles can be agreed upon:

1. standards of service shall not be lower in quality and quantity than those which are now provided through federal sources. This may mean that for some years and for some time to come, present standards, which may be higher than those received by non-Indian



residents, will have to be continued;

2. subject to (1), there must be equality of services (both in terms of quality and quantity) extended to Indians as to other residents of the community in which they live;
3. in the administration of services, particularly placement of personnel such as qualified teaching staff, social workers, etc., the Indian communities shall receive as favourable treatment as the surrounding community.

Mr. Tremblay said that even where arrangements are made to provide the same service that is available to others, there will still be needs to be met which arise out of the present sub-standard economic position of the Indians. It is expected that these needs would be one of the residual responsibilities which will have to be met directly by the Federal Government until such time as the gap narrows between the social and economic well-being of Indians and non-Indians.

There was general agreement to the federal statement of objectives and to the federal position as expressed by the chairman.

(c) The Function by Function vs. The Comprehensive Approach to the Extension of Services

Mr. Tremblay introduced the topic by saying that it would appear that the function by function extension of services is the only practical approach, and it was probably the only approach that would be satisfactory to the Indians.

Mr. Halmrast mentioned that Alberta had had two meetings with Indians recently to discuss the extension of provincial services. The Indians had expressed an interest in receiving provincial health and welfare services, and had asked that high school facilities be opened to them in any part of the Province. They had also considered the extension of agricultural services as they were now in agreement with the provincial opinion that they should farm their own land rather than continue to lease it to non-Indians.

Mr. Colborne said that his government would prefer an overall agreement with the Federal Government although the actual application might be function by function. He added that if a comprehensive approach could not be achieved, they would accept the function by function approach to avoid delay.

Mr. Guay expressed the view that the extension of services should be considered as a whole, since the services themselves would be forming a coordinated whole. He said an overall understanding is needed and an order of priorities established so that it would be possible to proceed on a function by function basis.

Mr. Cuelenaere stated that Saskatchewan favoured a comprehensive plan, but realized that some form of staging would be necessary as there would be differences re application from band to band. A comprehensive plan was needed, however, since services should be integrated, but as a result of consultation with the Indians the function by function approach might have to be adopted.

Mr. Black expressed the view that the comprehensive approach could not be achieved for many years. He felt the only practical way to



proceed was on a function by function basis. This would allow the Indians to be taken along step by step, educating them as the program developed.

Mr. Tremblay summed up by saying that the Federal Government realized the desirability of having in mind an overall program, and, if possible, to reach agreement on such a program for each Province. These programs should involve flexible consultative processes, but eventually each function would have to be extended as the Provinces were in a position to do so. The Federal Government was open to discussion with each Provincial Government and in each case a decision could be reached in consultation with the Indians.

(d) Nation-wide vs. Province by Province Agreements

Mr. Tremblay stated that the Federal Government would prefer a flexible program and would wish to reach agreement with each Province individually. He referred to the varying circumstances in the various Provinces and said that if progress is to be achieved, Province by Province agreements would be required.

Mr. Colborne agreed that it was impracticable to obtain nation-wide agreements but said that any provision made to one Province should be available to all.

It was agreed that Province by Province agreements constitute the only feasible approach.

(e) Coordinating Committees

Mr. Tremblay introduced the topic by saying he expected there was no disagreement on the need for coordination and that the real

requirement was to agree on how this could be accomplished. He pointed out that coordination in various program areas has existed between the Federal Government and certain Provinces for some years. He mentioned particularly the Federal-Provincial Coordinating Committee on People of Indian Ancestry in Saskatchewan, and made available to the delegates the terms of reference of this Committee.

(The terms of reference are attached as Appendix L)

He said that the Federal Government believed it would be desirable to establish a coordinating committee in each Province comprised of federal and provincial representatives to deal with matters relating to the extension of services and maintaining close liaison with the Indian people. He added that he had noted the comments in the provincial briefs but felt that it would be wise to hear from the provincial delegates so that Provinces without coordinating committees would benefit from the remarks of those that had.

Mr. Cuelenaere said that Saskatchewan have such a coordinating committee. It is composed of three provincial representatives and three from Indian Affairs Branch, and is presently being enlarged. The committee discusses matters of common interest and coordinates activities. Its work has affected improved liaison with the Indian Affairs Branch with the result that issues which might have become problems are now resolved before they do become problems.

Mr. Black mentioned that a coordinating committee has been in operation in British Columbia for five years. It has taken a number of years for it to become cohesive but it had worked well over the last several years. He felt that it was useful facility to have.



Mr. Colborne said that a coordinating committee had been established in Alberta consisting of three provincial representatives and three from the Indian Affairs Branch (each are presently adding one member). It had not been in operation long enough for it to be effective but he believed that it would eventually prove successful. In addition, an inter-departmental committee on Indian Affairs had been set up to act in an advisory capacity to the Federal-Provincial Advisory Committee.

Mr. K.O. Mackenzie mentioned that Manitoba had cooperated with federal officials on numerous occasions in recent years. Provincial resource people were counted on to give advice in the joint work on Indian Affairs and friendship centres had been established in communities near Indian people. He hoped that the experience being gained was such that it could be extended, particularly with a view to examining ways and means of consulting with Indians as well as being of use in the extension of services.

Mr. Guay said that in the Province of Quebec there was a good deal of liaison between provincial and federal officials. A committee had recently been established to make an inventory of the services being provided to the Indians of the Province. The Committee was composed of three representatives of the Province and three from the Indian Affairs Branch.

Mr. Halmrast mentioned that ARDA might be encouraged to extend programs to reserves. He mentioned specifically the control of noxious weeds on reserves.

Mr. Tremblay summed up by saying that it was not the intention to reach final and complete agreement on the establishment of coordinating

committees, but he was pleased that the discussion had taken place as all were better acquainted with the work of these committees in several Provinces. He said that the delegates would undoubtedly want to discuss the establishment of coordinating committees with their respective governments.

(f) Financing

Mr. Tremblay reviewed the position of the Federal Government with regard to financing, reading from a prepared statement.

(See attached as Appendix M)

Mr. Cuelenaere suggested that Mr. Tremblay's statement be distributed to the delegates because of its importance.

Mr. Tremblay agreed and said it would probably be advisable to postpone the discussion on financing until the next morning so that the provincial representatives would have an opportunity of studying it.

This was agreed.



## WELFARE AND COMMUNITY DEVELOPMENT

Mr. Tremblay summarized the present position with respect to the Proposals on Welfare and Community Development. He referred to the fact that both these programs had been discussed at previous meetings, and that guide-lines had been established as a result. From them had emerged the proposals that the Federal Government had sent to the Provinces. He also mentioned that these proposals had been discussed informally with most of the Provinces prior to this Conference. The proposals are designed essentially, he mentioned, to remove any obstacles that may now be in the way of adequate welfare services being provided to Indians on reserves. He pointed out that the plans are flexible, which will allow their being implemented without undue difficulties. He said that these suggestions are being proposed at this time in the light of a growing feeling of cooperation across the country and a willingness to participate in improving the well-being of the Indian people of Canada.

Dr. J. Willard, Deputy Minister of Welfare, Department of National Health and Welfare, extended greetings to the assembly from the Minister of National Health and Welfare, the Hon. Judy LaMarsh. She wished the delegates to be assured that she is most pleased to be a participant in the plans that have been placed before the meeting. Dr. Willard stated that one of the most important aspects in the proposals as they have been presented is the linking of welfare and community development programs. He stated that this is a major step forward -- that the community development component should be recognized as an essential element in any considerations that are being

made concerning the welfare component. The formula that has been worked out and presented in the proposals has been designed to take into consideration the high cost of Indian welfare. If changes in legislation are needed to fully implement the formula, Dr. Willard stated that he hoped that such changes would be made.

Dr. Willard made mention of the various categorical allowances that are being extended to Indian people and indicated that these had been positive forerunners of the plans that are being made in connection with the welfare and community development programs.

Mr. Cecile asked whether payments would be made to those Indians who are residing off reserves as well as to those that are residing on them.

Mr. Tremblay stated that they would apply to Indians who are recognized as being the responsibility of the Indian Affairs Branch. In this connection, Mr. Battle, Assistant Deputy Minister of the Indian Affairs Branch, pointed out that the financing proposals would apply to those who had not established residence in a municipality according to the provincial rules of residence and responsibility.

Dr. Willard stated that in his opinion, once an Indian has become part of an off-reserve community it would not be good policy to ear-mark him as being different from anyone else in that community. This would tend to establish a degree of undesirable segregation.

Mr. Colborne stated that he accepted Dr. Willard's position in principle. Furthermore, his Province has already been accepting Indians who leave their reserves even though they do represent a high-cost segment of the population. It was his opinion that the Province

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should not, therefore, be asked to take any part of the cost of providing welfare services to those Indians who are actually residing on reserves. He stated that this position is taken, not because of any financial reasons, but on the basis of principle.

Mr. Carroll stated that the welfare proposals that have been made by the Federal Government do little to resolve the basic problems of the Indian people. There are many difficulties that these reserve residents are finding and these are reflected in many types of statistics, one of which is that 42% of the jail population in his Province is made up of persons of Indian status. He also referred to the educational handicaps under which the Indian young people are trying to find employment. He stated that there may be some benefits to be derived from the Welfare Proposals that have been made by the Federal Government, but that he would prefer, at this time, to look at proposals that are constructive in effect rather than at the palliative measures of welfare.

Mr. Tremblay agreed that it is necessary to consider other matters at the same time as welfare. This is why, he said, the Federal Government is interested in promoting a community development program. He pointed out that the welfare and the community development proposals have been presented as an overall progressive long-term program, recognizing that one segment has a direct bearing on the other.

Mr. Carroll agreed that "we should take a little bad with the good". However, he said, community development is not the only answer of a constructive nature. Planning must go much further and include a wide range of promotional activities including economic development projects of one kind or another, adult education, good health services

a package  
deal →



and so on.

Mr. Colborne pointed out that welfare and community development must be handled as a package. Both have important ramifications for the well-being of the Indian people. These two factors working together are the best that the Federal and Provincial Governments have so far been able to produce in Indian affairs.

Mr. Isbister, Deputy Minister of Citizenship and Immigration, who took the chair temporarily during the absence of the Minister, stated that the Federal Government would not lag behind the Provinces that are wishing to promote programs of self-help amongst the Indian people on whatever front this attempt is made. Developing the welfare program does not place limitations upon positive self-help programs being established at the same time. Mr. Isbister gave a number of basic reasons that have led the Federal Government to suggest the welfare proposals that have been placed before the Provincial Governments. First, he said, the federal administration of welfare has been recognized as being increasingly unsatisfactory. He stated that it would be better, rather than trying to improve federal services, to call in already established provincial services. If provincial services cannot be provided, however, the Federal Government, he said, would find it incumbent upon it to develop services. This would entail its competing for scarce professional personnel.

Dr. J. Willard stated he agreed it was important that economic bases should be established on Indian reserves. He endorsed Mr. Carroll's sentiments that there is need for a broad community development program with good supportive services. In connection with the welfare proposals, he suggested that the Indian people should be eligible for the same services as other residents of the Provinces. He suggested that federal proposals, if implemented by the Provinces, would result in good welfare

services being available on reserves. Dr. Willard briefly reviewed the federal proposals, stressing the fact that the Federal Government would be prepared to pay 100% of the cost of welfare assistance in excess of the average cost of general welfare assistance being paid by the Provinces. In addition, service costs and capital costs would also be considered.

Mr. Cuelenaere agreed with Manitoba, Alberta and British Columbia that more funds must be provided for the provision of social programs on reserves. The Province, he suggested, is not prepared to take any part of the cost of welfare programs. There are other areas of higher priority for the use of provincial monies in connection with aid to Indians. However, given the funds to do so, the Province is prepared to take over social aid as part of a comprehensive program.

Mr. Guay stated that the Indian in Quebec is accepted on an equal footing with everyone else. He stated that when the Province provided social allowances for the Quebec people, the Indians were not discriminated against; they were included in the provisions. One observation he felt constrained to make, he said, was that the Federal Government's proposals did not take into consideration the Quebec situation; in particular, he suggested that it should be kept in mind that Quebec is not receiving certain federal allowances that are being paid to the other Provinces. He doubted the wisdom of commencing improvement programs by considering the extension of welfare services. He stated that, instead of this, it would be preferable to devote time and effort towards studying how other services could be provided to better advantage, such as health, education and community development,

and that priorities should be established. He stated that the question of welfare grants would be considered, but felt that the other areas that he had mentioned should be given prior consideration.

Mr. Halmrast stated that his Province contributes, as do the others, towards the costs of shared categorical allowances to Indians. He has been asked by the Indian people, however, to include them in other welfare programs that are 100% provincial, such as Mothers' Allowances, but the Alberta Cabinet has to date felt that the provision of social allowances to Indians is a federal responsibility and should remain so.

Mr. Black commented in somewhat the same vein as Mr. Halmrast, making the following particular points:

- (1) every Province, he suggested, agrees that the Indian residents of the Province should be treated as equals with all other residents;
- (2) there is general agreement that separate provincial agreements should be made rather than one overall national agreement;
- (3) that the position of off-reserve Indians needs to be studied from the point of the constitutionality of the position that has been taken by the Federal Government.

Mr. Black suggested that the proposals that the Federal Government has made seem to point to the fact that the federal authorities are getting ready to divest themselves of responsibility for Indian affairs. He is concerned, he mentioned, with the future, for the proposals would seem to indicate that over the years the Provincial Governments would be taking on considerably greater financial



responsibilities if they agree to the proposals presently being made. He stated that the most important single point that must be decided at this Conference is the area of financial responsibility between the Federal and Provincial Governments in connection with Indian affairs. He suggested that it would probably be preferable for the financial rules to be agreed upon before discussing any of the proposed programs in depth.

Mr. Isbister stated that the Federal Government had taken a position not unmindful of provincial attitudes or of the problems they face. He felt that there was general agreement about desirable types of programs that should be established to promote the well-being of the Indian people. He also suggested that there seemed to be agreement that the main problem area was largely financial. He stated that the welfare program is not of paramount importance, as Manitoba pointed out, but that many other programs that would allow the Indian people to improve their social and economic position are equally important, if not more so.

Mr. Black stated that in his own Province, and presumably in the others, the people are "quarrelling" about the increasing costs of Welfare. He said that if Indian welfare costs are to be added to the provincial tax burden, a difficult selling job with the population as a whole as well as to the Indians would have to be undertaken.

Mr. Guay spoke about the place of welfare in the priorities of programs. He stated that positive programs, particularly education, health and economic development, should be given top priority in terms of time, effort and money; welfare programs come well down the scale in the priority list. He asked rhetorically, whether welfare grants given to a Province are in fact going to result in improved conditions for

Indian people. Would they, he asked, have better health, better education and be better able to look after themselves because of these grants? He said that increased money directed towards welfare is not giving an adequate return for the investment made. He asked whether the Indian people are to be brought into non-Indian society by the "back door of welfare". He preferred to see them brought into society by the "front door of good employment and full citizenship". He pointed out that the Indian can well question the white man's thinking when he spends his money uneconomically and for inadequate returns.

Mr. Isbister stated that he hoped everyone would recognize that developments are taking place on a broad front and that there are many doors that are being opened that will help the Indian people enter Canada's society on an equal footing with the rest of the population. Each of these doors is important and has a place in the long-range program.

Mr. Guay stated he is pleased to see the efforts that are being made in connection with community development. He informed the assembly that there is an inter-departmental committee in Quebec working and studying Indian affairs and maintaining close liaison with Indian Affairs Branch officials.

#### COMMUNITY DEVELOPMENT

Mr. Black suggested that the question of community development be given some consideration and asked to be informed of the Federal plans, with special reference to the cost-sharing agreements that can be arranged where joint programs are to be undertaken.

Mr. Battle gave a resumé of the plans as they have been developed to date. In this connection he stated: (1) where provincial and federal governments collaborate, a committee is ordinarily established with the view of promoting a single coordinated community development program within the Province; (2) that financial formulas can be considered and recognition given to the utilization of funds that are available under the Grants Program of the Department of National Health and Welfare for community development purposes.

He stated that the Federal Government anticipates establishing community development programs but will phase these into provincial programs as the latter are organized and become functional. He also said that in all matters pertaining to community development there will be the fullest collaboration with the Indian people. Thirdly, he said, community development training needs are fully recognized and will be provided for under programs that are presently being worked out. Federal training courses will, he said, be available for the training of provincial personnel on request.

Mr. Battle also advised the Conference that the Indian Affairs Branch is at present recruiting community development officers. Already many applications have been received and at least sixty applicants are being interviewed. He promised the assembly that the Federal Government would consult with the Provinces as community development programs are initiated and as they are operated, even where no federal-provincial committees have been established. Any program in community development will be done on the basis of full consultation with the Provinces.



Mr. Carroll stated that the principle of consultation between Federal and Provincial Governments is good in theory and should be followed in practice. He pointed out, however, that while the Federal Government on one hand committed itself to consultation, on the other hand it appointed community development officers without the knowledge of the Provincial Government. This, he said, was done at Oxford House. He mentioned that in the field of training, Manitoba has resources and has had a degree of valuable experience. These can be placed at the disposal of the Federal Government if and when training programs are being planned. In any case, he suggested that emphasis should be placed on training as an essential element in the establishment of community development programs.

Mr. Colborne stated that he was pleased to see the way the community development program is establishing itself. At one time, he said, he was afraid there would be two separate programs organized in Alberta. He was delighted there is to be one coordinated program, both Federal and Provincial Governments participating at every phase. He mentioned that it will be essential to develop good public relations in the Province as a whole in connection with the funds that are being made to improve the lot of the Indians and Métis. The community development programs can only move as fast as the people of the Province are ready to accept such developments. He was pleased to have heard from Mr. Tremblay that an agreement with Alberta is about to be concluded.

Mr. Lafrance said that he would like to be informed of progress that is made in community development in his Province, for

these efforts should be coordinated with all other provincial and federal services. Furthermore, he suggested, the community development programs will most probably be taken over by the Province in due course.

Mr. Churchman, Deputy Minister of Natural Resources, stated that the Community Development plans are acceptable. He stated that Saskatchewan has made a good start in this direction, through the establishment of various types of economic projects.

Mr. Carroll stated that there seems to be some confusion concerning federal participation in costs -- Citizenship and Immigration will be paying a part of these and National Health and Welfare another part. He asked whether arrangements might be made to simplify this situation.

Mr. Rudnicki, Chief of Social Programs Division, Indian Affairs Branch, was asked to comment on Mr. Carroll's question and in reply stated that efforts are being made to work out ways of integrating programs at the federal level, that are being offered to the departments. There has already been a measure of success, certainly in the welfare field, and it is anticipated that more will be done along these lines in the field of community development.

In connection with training, Mr. Rudnicki stated that it was expected that 32 people will be in training, hopefully within a few months. He pointed out that the Federal Government is not establishing permanent training facilities as it is expected that some universities will be organizing community development courses in two or three years at least. Accordingly, the Federal Government is in this area only on a temporary basis.

Mr. Tremblay stated that in community development, the greatest cooperation and coordination is essential. He hoped that in each Province a federal-provincial coordinating committee would be established.

Mr. Colborne asked whether the Federal Government would arrange a national community development conference. He pointed out that as the Provinces are developing programs, it would be most helpful if there were a degree of uniformity throughout the country.

Mr. Tremblay stated that this proposal was presently being considered by a Federal government committee.



9.30 a.m., Friday, October 30, 1964

Continuation of discussion on FINANCING

Mr. Tremblay referred to the résumé he had had distributed on Thursday respecting the federal position on financing and asked for the suggestions and remarks of the delegates.

Mr. Lafrance stated that his government was agreed in principle to the proposal regarding financing as outlined in the Minister's résumé. He added that agreements might have to be worked out on a function-by-function basis.

Mr. Harding asked for an explanation of the statement in the résumé to the effect that the Indians were citizens and not legal wards of the Federal Government.

Mr. Tremblay explained that while the B.N.A. Act has established legal responsibility regarding Indians and Indian lands, this does not preclude the extension of provincial legislation to Indians except insofar as it may be in conflict with federal legislation. He compared this to the extension of provincial legislation to aliens with landed status in Canada. He recognized that Indians are a very special case but repeated that this did not exclude the application of provincial laws to them.

Mr. Harding asked whether legal jurisdiction of the Federal Government did not carry an obligation with it.

Mr. Tremblay stated that the Federal Government recognized that the cost of services was a federal responsibility in that if the Provinces do not act, the Federal Government must. He called, however,

for broader perspective stating that a new approach involving provincial participation was required, and that if one adhered strictly to a legalistic approach, then progress could not be made.

Mr. Colborne said that Mr. Tremblay's résumé did not centre on the question as it was seen in Alberta. He said that there should be a distinction between Indians resident on reserves and those who had left the reserves. He noted that his government was ready to assume financial responsibility for services extended to Indians living off reserves, but because of the special privileges Indians enjoyed on reserves, such responsibility could not be accepted by the Province for them. He pointed out that Indians were a high-cost group and that because of the increasing financial burden that the Province was prepared to accept for those living off reserves, it should not be asked to take on an additional burden for those living on the reserves. He stated that the reaction of the other citizens of the Province to any suggestion of financial responsibility for Indians on reserves must be taken into account.

Mr. Cuelenaere agreed that the federal jurisdiction with regard to Indians was not inconsistent with the concept of Indians as provincial citizens. He stated, however, that perhaps the B.N.A. Act gave them different status. Because of this, his government could not fully agree that the Provinces should be required to provide services to Indians on the same basis as to other citizens. He said that the matter of tax concessions for Indians was a basic consideration since in large measure provincial services were financed by land taxes to which the Indians do not contribute. He said that the taxes which the Indians

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pay, as for example gasoline tax, liquor tax, etc., went in full to provide services which the Indians now enjoy. He mentioned that in Saskatchewan, sales tax, except on minor purchases here and there, were not collected from Indians.

Mr. Cuelenaere added that the discussions would have to take place with Provinces on an individual basis and agreements worked out according to the circumstances in each Province.

Mr. Black stated that his position was not too far apart from that of Alberta, but that in the case of British Columbia, Indians must be off reserves for one year before provincial services were extended to them on the same basis as other provincial citizens. He said that he was not in a position to discuss fiscal arrangements at this time since the matter involved the whole field of tax sharing agreements between the Province and Canada.

Mr. Cecile thought that agreements would have to be made with each Province individually. He mentioned that Ontario had already provided welfare services to Indians off reserves on the same basis as for other citizens.

Mr. Carroll said that while he did not quarrel with the principle of Indians being regarded as provincial citizens, he did not agree with the reasons put forward by Mr. Tremblay. He indicated that Manitoba had already provided services to Indians. He said, however, that there were many other problems that would have to be considered and in this regard referred to his opening statement on Thursday. Some of these problems were as follows:

- 1. the lack of trained staff, particularly in the field of community development;



2. bringing people without jobs and jobs without people together -- Indians must be prepared to accept job training and the development of skills;
3. truancy problems and the inadequate facilities for study at home;
4. avoidance of delinquency problems for young Indians in urban environment -- a need to create positive influences;
5. the problem of getting Indians and their families from remote settlements into the urban environment where they can be placed in employment;
6. enlisting a job personality amongst Indians who have been used to working according to the seasons, rather than regular hours;
7. developing a receptive atmosphere among employers.

Mr. Carroll added that the Indian population in Manitoba was increasing at a world record rate. It would be necessary to ensure that Indians could develop as productive citizens sharing in the benefits brought by a high standard of living. A new dimension was needed in Indian affairs to solve the underlying problems. This would require a massive investment which should be borne largely, if not altogether, by the Federal Government which has the greatest responsibility and the taxing ability required to do the job.

Mr. Tremblay said in résumé that it was not the intention of the Federal Government to reach complete and final agreement on any of the topics, specifically on the matter of finance. He said that it

would be necessary for each representative to report to his respective government. Nevertheless, he was glad with the discussion, noting that each representative would have a better understanding of the respective positions of the others. He suggested that it would be desirable to have a continuous committee of officials to whom problems could be referred for study and recommendation.

PRESS RELEASE

Mr. Tremblay asked for the view of the committee on the issuing of a press release following the Conference.

It was agreed that a release should be prepared and a committee was set up to draft the release.

## DISCUSSIONS ON EDUCATION

Mr. Tremblay introduced the discussion on Education with the following statement:

"In our discussions on inter-governmental agreements on educational services for Indian children we are on very familiar ground. Negotiations between our respective governments extend over the past fifteen years during which period the implications of joint education have come under careful scrutiny and measures have been adopted for its expansion. The Education Paper that was sent to you brings into focus the fundamental issues of past negotiations and presents for your consideration six conclusions relating to the future development of education for the Indian peoples. It is hoped that our discussion will lead to the acceptance of general principles which will facilitate and encourage arrangements for the further extension of provincial educational services to the Indian people, with their consent".

The Honourable W.G. Davis, Minister of Education for Ontario, said Ontario has never denied the validity of the principle of equal services to Indians, but the major question that remains to be resolved is that of federal responsibility for Indians who do not live either on reserves or Crown lands. Namely, when does an Indian cease to be an Indian in terms of federal responsibility?



Ontario is prepared to provide Indians with the same educational services that are available to the general public, but agreement must be reached relative to the sharing of costs and federal responsibility for the off-reserve Indians.

Mr. Guay said that except for cases where there are agreements with the Federal Government, Indians living on reserves have no legal right to the educational services of school boards. The Quebec delegation is in favour of the total and complete integration of the federal schools into the provincial system. Quebec admits that there is a problem of the training of teaching personnel and is ready to discuss the steps to be taken to find a satisfactory solution. The Province gladly accepts the proposal that, when feasible, Indian reservations be incorporated into the school districts of the Province, provided that the Indians contribute one way or another their fair share towards educational costs. It is essential that Indians be eventually given the right to vote in the election of school commissioners and that they be elected commissioners. Under the Quebec system, the integration of the Indian at the elementary level will necessarily enable the Indians to acquire secondary education as well as specialized professional and university training. Quebec is also in favour of a master agreement on education with the Federal Government.

(See Quebec statement -- Appendix F)

Mr. Harding said that Nova Scotia is prepared to move towards assuming complete responsibility for the provision of education to Indians by September of 1965, provided that mutually agreeable financial arrangements can be worked out.

Mr. Carroll mentioned that Manitoba did not receive the education position paper until a week before the Conference and is therefore not in a position to speak with specific reference to the brief itself. However, it could very well be that the teacher shortage in Manitoba is unique and in order to deal with the problem of education in the isolated school, they are endeavouring to recruit teachers who will not only teach in the rural schools but who will also assume responsibilities in the community

Manitoba is anxious to promote the integration of Indian pupils into provincial schools but is faced with the unique situation of having a large Métis population whose needs are similar. Accordingly, they are in the process of establishing a trade school at The Pas to prepare students for further training and to give them practical skills that they will be able to utilize in the kinds of employment that are open to them in the North.

At Cranberry-Portage, they are hopeful of taking over a radar installation which will be used as a residential high school for Métis pupils.

Mr. Black said that in the view of British Columbia, the long-term solution to the Indian problem lies in education.

While the average per pupil cost for education is \$380, British Columbia is charging the Federal Government \$250 per pupil.

At Port Simpson, a proposal is being studied whereby the Province will take over the operation of the day school, which is expected will be a coordinated education and community development venture.

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Mr. Wedge said that Prince Edward Island, with only one group of Indians at Lennox Island, was in favour of closing the Indian Day School there and moving the pupils into public schools. In fact, they believe that the entire Indian population should be moved from Lennox Island to the mainland where economic opportunities would be available.

Mr. Cuelenaere said the provincial government of Saskatchewan assumes responsibility for Indians off reserves with no question whatsoever. Revenues for education are based on land taxes, and if reserves become part of school districts (which Saskatchewan favours), they would be prepared to accept payment in lieu of taxes. Furthermore, they believed that there should be an overall agreement covering all Indian children attending provincial schools. At present there are 2,100 Indian children attending provincial schools for which differing amounts are paid to each school district.

Mr. Colborne said that Alberta agrees that education is basic to the development of the Indian, but education must be accompanied by economic and social benefits. The Province wants to promote integration and, as an example, has established the Northland School Division which covers a wide area and in which the same educational opportunities are open to Indians and non-Indians.

Indians off reserves are entitled to all provincial services. Alberta finances its schools by a foundation plan, 26 mills of which are contributed by the municipalities, and this produces about 50 per cent of the cost of public school education. Educational costs for Indians, on reserves and attending provincial schools, are shared on a pro rata basis and Alberta's position is that the total cost for all



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reserve Indians attending public schools should be assumed by the Federal Government. He would welcome a comprehensive agreement covering all Indian pupils attending provincial schools.

Mr. Black said they also feel that the Federal Government should pay the full cost of on-reserve pupils attending public schools in view of the responsibility that the Province assumes for Indians living off reserves.

Mr. Murray said Newfoundland is not indifferent to federal aid.

Mr. Tremblay mentioned that he was impressed by the response received from the various provincial delegations. The Federal Government believes that education is basic to the whole Indian problem, and is anxious to help the Provinces develop their education facilities through federal education and community development programs which he hoped will become linked with whatever the Provinces may wish to do.

He said the Federal Government, attaches particular importance to the following principles:

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1. providing Indians with access to provincial schools;
  2. arriving at comprehensive provincial agreements rather than dealing with school boards individually;
  3. including reserves in school districts whereby Indians will have the opportunity to serve as school board members.

Mr. Black mentioned that in arriving at separate comprehensive agreements with each Province, consideration be given to federal participation on the basis of total cost for the education of Indians who are living on reserves. This cost could be arrived at on the basis of the provincial average.

Mr. Colborne said he would like to propose a practical approach to this matter of cost. Three average costs could be arrived at and used:

1. per pupil cost of elementary school children;
2. per pupil cost of junior high school pupils;
3. per pupil cost of senior high school pupils.

## GENERAL DISCUSSION

Mr. Tremblay opened the meeting for general discussion and suggested three topics:

- (a) Future of Federal-Provincial Conferences on  
Indian affairs -- need, structure, etc.
- (b) Discussion on the need for Research -- national,  
provincial or geographic, and
- (c) Legislation -- the need for new legislation or  
amendments to existing legislation, Federal or  
Provincial, Indian Claims Commission, the Indian  
Act, various Provincial Acts.

### (a) Future of Federal-Provincial Conferences

Mr. Cecile said that philosophically the Conference had been an accomplishment, but before suggesting another conference he wanted to consult with his government and officials. He suggested that it be left to the Chairman to decide if another Conference was needed.

Mr. Lafrance mentioned that he believed in the need for future Federal-Provincial Conferences, not only between Ministers, but also of officials. He said the Provinces should take an active part in the setting up of the agenda.

Mr. Colborne said that he could see no need at this time for another Federal-Provincial Conference at the Ministerial level. The next step is to have firm decisions between federal and provincial officials.



Mr. Cuelenaere agreed that before convening another Conference, the agreements should be worked on. If another Conference was needed, it could be arranged on short notice.

Mr. Tremblay said that he agreed with the suggestion that the next step was to work towards the establishment of agreements with each Province and that the committees of officials could handle the details.

(b) Research

A background paper "Research and Surveys in Indian Affairs" was distributed to the meeting. (See Appendix M).

Mr. Colborne said that the word research was being used to cover more and more topics. He felt that the most pressing need was for adequate dissemination of research findings. He suggested that research be coordinated at the Federal level and that machinery be set up so that results are drawn to the attention of those that can use the findings.

Mr. Tremblay said that note would be taken of this suggestion.

(c) Legislation

Indian Claims Commission Bill

Mr. Tremblay said that the Bill had been referred to the Provinces and to all Indian bands for comment. Many briefs had been received and the stage had been reached where the Departments of Justice, Health and Welfare, and Citizenship & Immigration will get together to make the final changes in the Bill. Following this, the Bill will be presented to Cabinet. He said it was difficult to forecast when it would reach the House.

He said that the Bill provides only for claims against the Federal Government. It had been suggested that possible claims against the Provinces might be provided for as well, but the Federal Government has no mandate from any Province to act on their behalf and has refused to extend the Bill. He said it was technically possible for Provinces to establish special claims commissions or to act jointly with the Federal commission, but at present the Federal commission would be concerned only with claims against the Federal Government.

Mr. Colborne said that there was interest in knowing if the Federal Government would cover the cost of legal fees.

Mr. Tremblay replied that this had been part of many suggestions but no decision had been reached as yet. The previous stand had been that there was no question of the Federal Government assuming the cost.

#### ARDA

Mr. Halmrast said that some amendments were necessary to ARDA to make the Act applicable to Indian reserves.

Mr. Tremblay said that he was conscious of the problem of the extension of ARDA. He had had correspondence with the Minister of Forestry and had been informed that they were willing to include Indian reserves. Some amendment may be necessary to make the Act applicable, but he agreed in principle that reserves should be included.

Mr. Guelenaere said that there is specific mention of Indian reserves in the new ARDA Agreements. When applicable to Indians, there will be special cost negotiations with the Federal Government.

Mr. Halmrast said that he was concerned with individual Indian farmers and offered to provide Mr. Tremblay with comments.

### The Indian Act

Mr. Cuelenaere said that the reserve system had not met the needs of the Indians and suggested that a complete change of status for them should be a long-term aim. For the time being, it would be necessary to work within the present legislation, having in mind the need to retain the cooperation of the Indians. Apart from this, he thought that Section 88 of the Indian Act respecting the protection of Indian real and personal property on reserves might be amended to permit personal property on reserves of certain Indians to be used as collateral. In other words, an escape clause was needed to provide reliable Indians with access to ordinary sources of credit.

Mr. Tremblay agreed that Section 88 of the Indian Act imposed a serious limitation, although this was offset in part through the availability of Federal loans to Indians for farm machinery, etc. While the limitations of the Act were recognized, the Federal Government was not yet ready to proceed with changes. It would be better to see how new developments in Indian affairs progress and in light of happenings changes can be made. He said that the Federal Government would be pleased to receive from the Provinces suggested changes to the Indian Act.

### PRESS RELEASE

A tentative press release was presented to the Conference by the drafting committee. After several changes, it was agreed to.

(See Appendix B).



## CONCLUSION

Mr. Tremblay thanked the Conference members for their sincere and effective cooperation. He expressed the belief that much good work had been done and said he was very satisfied with what had been accomplished. He felt that the real beneficiaries would be the Indians themselves. He hoped the Conference would be considered not as the end, but just the beginning. He noted that the Canadian people were anxious to see solutions found in cooperation with the Indians. He said that if advantages could be brought to the Indian people before 1967, real success would have been achieved.

Mr. Black and Mr. Cuelenaere thanked Mr. Tremblay on behalf of the members for the way they had been received and for the fair and impartial way he had handled the meeting.

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FEDERAL-PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
October 29 and 30, 1964

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A G E N D A

Thursday, October 29

9.30 a.m. - OPENING STATEMENTS

(a) Federal -

Theme of Conference; Brief review of results achieved at 1963 Conference; Reference to Federal proposals that have been given to the Provinces and indication of Federal view of Conference objectives.

(b) Provinces -

Brief general statements concerning the Federal proposals and Provincial objectives.

- DISCUSSION OF FUNDAMENTALS

- (a) Consultation with Indians, including proposed regional or provincial Indian advisory committees.
- (b) Standards of services and consideration of whether establishment of basic standards is essential to the extension of Provincial services to Indians.
- (c) The function by function vs. the comprehensive approach to the extension of services.
- (d) Nation-wide vs. Province by province agreements-- uniformity of agreements may neither be possible nor practical but the constructive possibilities should be explored.
- (e) The role of coordinating committees in each Province, comprised of Provincial and Federal officials, in providing for the extension of provincial and municipal services to Indians and in maintaining liaison.
- (f) Financing, including consideration of the scope and extent of provincial responsibilities.

- EDUCATION

- (a) The educational rights and privileges of Indians as residents of Provinces.
- (b) Federal-Provincial agreements in lieu of agreements with local authorities regarding tuition fees and capital costs.
- (c) The integration of Federal schools into Provincial systems.
- (d) Provincial supervision of Federal schools.
- (e) Special training for teachers.

- WELFARE

Discussion on Federal welfare and general assistance proposals.

- Adjournment.

Friday, October 30

- Continuation of discussion on Federal welfare and general assistance proposals.
- Discussion on Federal community development plans.
- PRESS RELEASE

Consideration of need for press release.

- GENERAL DISCUSSION

Possible topics:

- (a) Future of Federal-Provincial Conferences on Indian affairs--need; structure; objectives, etc.
- (b) Research--Discussion on need for research--national, provincial or geographic.
- (c) Legislation--Need for new legislation or amendments to existing legislation, Federal or Provincial; the Indian Claims Commission; the Indian Act; various Provincial Acts, etc.

- Adjournment.



COMMUNIQUE OF THE MINISTERIAL FEDERAL-PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
OCTOBER 29 AND 30, 1964

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Ministers of the Governments of Canada and of the Provinces met in Ottawa October 29th and 30th, 1964, to discuss improved ways of correlating the policies and programs of the Federal and Provincial Governments in Indian affairs and to consider ways and means of providing for the extension of provincial services to the Indians. The Commissioners of the Yukon and the Northwest Territories also attended as observers.

This Conference was the first of its kind devoted solely to Indian affairs and had its origin in the conclusions reached at a Federal-Provincial Conference held in November, 1963, when Indian administration was discussed. It was noted that the decision to hold the Conference reflected the growing interest and desire on the part of both Provincial and Federal Governments to improve the conditions of Indians and to correlate policies and programs for the provision of education, health, welfare, community development, and other services to Indian communities.

The Ministers confirmed that consultation with Indians was of fundamental importance for the success of any federal-provincial effort to further extend services to Indian communities. To this end it was agreed that Indians, through their band councils and organizations, should be approached with a view to establishing necessary consultative machinery such as Indian Advisory Committees in each province or region, which would provide a ready means of consulting with Indians on questions of concern to them. It was recognized that the use of such Advisory Committees as a consultant body would not replace the need to consult individual bands on matters of direct importance to each band.

There was mutual recognition that conditions and problems differed as between provinces; and, accordingly, it was considered desirable that there be flexibility in the extent and scope of any arrangements that might be made. This could best be done province by province in a manner consistent with conditions and circumstances existing in each province. To this end, understanding was reached to explore the establishment of coordinating committees or a similar body, comprised of federal and provincial representatives in those provinces where they do not exist. These committees would study priorities in the broad field of social and economic development and deal with matters of mutual interest.

There was a review of the financial implications of providing services in light of the overall responsibilities of the respective governments. It was recognized that this was a complex problem which should be the matter of immediate study with each province with a view to concluding agreements acceptable to the Indians, and to the Federal and Provincial Governments.

The delegates left the Conference satisfied that progress had been made and that the issues before them had received considerable clarification. There was general optimism that Indian Advisory Committees and Federal-Provincial Coordinating Committees would provide a solid basis for advancing equality of opportunity, improved living conditions for Indians, and provide a means whereby the Indians may more clearly identify and contribute to the solution of their problems.

PROVINCIAL REPRESENTATIVES TO FEDERAL-PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
OCTOBER 29 AND 30, 1964

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| <u>Nova Scotia</u>          | - Hon. James M. Harding, Minister of Public Welfare<br>F. R. MacKinnon, Deputy Minister of Public Welfare<br>Dr. Harold Nason, Director, Department of Education   |
| <u>Newfoundland</u>         | - Hon. Myles P. Murray, Minister of Public Welfare<br>R. L. Andrews, Deputy Minister of Public Welfare<br>R. S. King, Director of Northern Labrador Affairs  |
| <u>New Brunswick</u>        | - Hon. William R. Duffie, Minister of Youth & Welfare<br>J. E. Anderson, Deputy Minister of Youth & Welfare<br>Mrs. Mary T. Gillis, Director of Social Assistance  |
| <u>Prince Edward Island</u> | - Hon. Henry Wedge, Minister of Welfare and Labour<br>Brig. W. W. Reid, Deputy Minister of Welfare and Labour  |
| <u>Quebec</u>               | - Hon. Emilien Lafrance, Minister of Family and Social Welfare<br>R. Edgar Guay, Assistant Deputy Minister of Family and Social Welfare<br>Louis Bernard, Federal-Provincial Affairs<br>Andre F. Escogido, Family and Social Welfare Department  |
| <u>Ontario</u>              | - Hon. Louis P. Cecile, Minister of Public Welfare<br>Hon. William G. Davis, Minister of Education<br>James S. Band, Deputy Minister of Public Welfare<br>G. H. Bayly, Assistant Deputy Minister, Lands and Forests<br>C. H. Westcott, Executive Assistant to Minister of Education<br>C. J. Williams, Executive Officer to Deputy Minister of Welfare<br>S. N. Asbury, Executive Officer to Deputy Minister of Welfare<br>D. N. Omand, Supervisor of Wildlife, Lands & Forests<br>Elliot Moses, Chairman of the Provincial Advisory Committee on Indian Affairs |
| <u>Manitoba</u>             | - Hon. J. B. Carroll, Minister of Welfare<br>K. O. Mackenzie, Deputy Minister of Welfare<br>S. P. McArton, Director, Public Welfare Services<br>Freeman Compton, Director, Community Development   |
| <u>Saskatchewan</u>         | - Hon. John Cuelenaere, Minister of Natural Resources<br>J. W. Churchman, Deputy Minister of Natural Resources<br>Allan Guy, M.L.A.  |

Alberta

- Hon. L. C. Halmrast, Minister of Welfare
- Hon. F. C. Colborne, Minister of Public Works
- D. W. Rogers, Deputy Minister of Welfare
- H. E. Homan, Assistant Deputy Minister, Public Health
- Dr. E. D. Hodgson, Director of School Administration
- J. Whitford, Co-Ord. of Community Development

British Columbia

Hon. W. D. Black, Provincial Secretary  
L. J. Wallace, Deputy Provincial Secretary  
E. R. Rickinson, Deputy Minister of Social Welfare  
Dr. J.F.K. English, Deputy Minister of Education  
Miss B. Snider, Research Consultant, Social Welfare



OPENING REMARKS AND SPEECH MADE BY  
HON. R. TREMBLAY, MINISTER OF CITIZENSHIP & IMMIGRATION,  
AT THE FEDERAL--PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
OTTAWA, OCTOBER 29 AND 30, 1964

This is both an historic and auspicious occasion in the annals of Indian affairs administration in Canada. We sincerely appreciate the co-operation shown by your Governments in bringing a Federal-Provincial Conference on Indian affairs into reality and extend a warm welcome to you. I regret that we could not meet earlier in the year as originally planned. However, I think that the postponement of the Conference had certain beneficial aspects which should help our discussion.

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This Conference has its origin in a recommendation made by the Committee appointed to study the administration of Indian and Eskimo affairs during the 1963 Federal-Provincial Conference. The Committee report charted desirable long-range objectives and policies applicable to the Indian people, and basic principles that should be adhered to in moving towards such objectives. Much of our discussion during the next two days will take place within the framework of these objectives and principles and it may be helpful if I review them briefly.

The 1963 Conference placed stress on the necessity of correlating Federal and Provincial policies and responsibilities for health, welfare, education, community development and other services if Indians were to be associated more closely with other Canadians. It defined as important long-term objectives equality of opportunities for Indians in all aspects of Canadian life; provision of Provincial services and programs on the basis that needs in Indian communities should be met according to standards applicable in other communities; increasing participation of Indians in the management of their own affairs; the development of Indian leadership to discharge community responsibilities, and finally, agreement as to appropriate and equitable financial arrangements. It recognized also that in working towards these objectives, Indians should be consulted throughout, existing essential services to Indians must be maintained during the development of new arrangements, and that as the long-term objectives are attained, special supports and protections historically provided to Indians should be progressively adjusted. Finally, it recognized that the time had come to find the basis on which the widest possible range of Federal, Provincial, and Municipal services can be extended to Indians.

This, then, is the theme and requirement of our meeting--to find the basis on which the widest possible range of Federal, Provincial and Municipal services can be extended to Indians, and it is reflected in the agenda for the Conference.

The initial part of the agenda calls for "Discussion on Fundamentals" and I believe I should explain this heading and why we suggested the items listed under it.



It seemed to us that there were certain matters fundamental to any discussion of the extension of Provincial services to Indians on which agreement must be established before ways and means of extending a service could be usefully considered. We realized that some of these matters were discussed at the 1963 Conference, and that there was general agreement in regard to them. However, we did not know whether there have been changes in viewpoint in the intervening period. Additionally, some of these matters either were not discussed previously or were not discussed in any depth.

The first fundamental listed for discussion is "Consultation with Indians". The 1963 Conference recognized the need to consult native peoples and obtain their support in proceeding towards the long-term objectives expressed by the Conference. There is a requirement for this Conference to decide on the most effective way of achieving this consultation, for nothing could be more important to the success of any plans that may be developed to extend services to Indians. We have ideas on the subject which will be made known to you when we come to this item later on.

The next item "Standards of Services" is one that is sure to be raised by the Indians in any discussion with them concerning the extension of provincial services. As I mentioned earlier, one of the long-term objectives is that provincial services and programs should be extended to Indian communities in accordance with the standards applicable in other communities. This is simpler to state than achieve, for the needs of the Indians vary from Indian community to Indian community and frequently differ from the needs of their non-Indian neighbours. Additionally, the standards of services Indians now receive from the Federal Government in some cases exceed and in other cases are lower than the standards applicable in adjoining non-Indian communities. We believe this item requires careful explanation for the Indians are unlikely to agree to the extension of any service in which the standard is less than that they are now receiving.

Then, there is the method of approach--should services be extended by one comprehensive agreement covering all fields or on a function by function basis? I need hardly say that this topic is fundamental for the decision we reach on this topic will affect every other topic, and indicate the general framework within which all our discussion will take place. We see advantages and disadvantages in both approaches, and it will be up to this meeting to weigh these carefully and decide which approach affords the greatest possibility for the achievement of the long-term objectives.

The next item (d) is in part an extension of the previous item. Although there are exceptions, the trend in federal-provincial cost sharing arrangements has been to endeavour whenever possible to achieve uniformity of agreements. We thought this meeting should discuss whether there should or can be uniformity in the kind of agreements that may be made in regard to the extension of provincial services to Indians, or whether there should and will need to be considerable variation depending upon the circumstances and specific conditions existing in each Province. The measure of understanding that is reached on this item will determine, to some degree, the pace at which we can move towards the long-range objectives.

No matter whether there is uniformity of agreements, or whether services are extended on a function by function approach or on a comprehensive basis, there will be a need to coordinate federal and provincial efforts at all levels, particularly the local Indian community level. That is why we included the next item, "The Role of Coordinating Committee" in the agenda. We all know how difficult it is to correlate programs within the confines of our own governments. It poses even greater problems in the federal-provincial field. It seems to us that it will become increasingly necessary as governmental policies and programs, both federal and provincial, directly affect the Indians, that means be found of ensuring that the necessary liaison and coordination is carried out among the various departments and agencies involved. The topic suggests that coordinating committees in each province might meet the requirements.

Finally, under Fundamentals we have listed "Financing, Including Consideration of the Scope and Extent of Provincial Responsibilities". The long-range objectives defined by the 1963 Conference are likely to remain at long range unless we can reach, in the words of that Conference, "Agreement as to appropriate and equitable financial arrangements". While it may not be possible to reach final agreement on such an important and involved item, we hope that the meeting will at least agree on some of the principles that should govern in any financial arrangements for the extension of provincial services to Indians.

Following the discussion on "Fundamentals" we listed for discussion the important topic of "Education" and you have had an opportunity to study the paper which we prepared following an appraisal of the results achieved to date in arranging for the education and training of Indian children in association with other children in provincial school systems. The paper sets out certain conclusions which we believe will provide a satisfactory basis for discussion of a subject which is of the utmost importance to many of the long-term objectives, particularly those of developing Indian leadership to discharge community responsibilities and managing their own affairs. The extent to which we reach understanding on some of the fundamental topics I have mentioned, will determine to a considerable degree the nature of our discussion on education. I refer particularly to the topics of "Standards of Services" and "Financing".

I hesitate to suggest objectives for our discussion on this subject, for I realize that it presents many problems including the fact that the educational systems of the provinces differ to some degree--not only from each other, but from the federal system established by the Indian Act. I would hope, however, that understanding can be reached on some of the conclusions, and that we can have a useful discussion on the others, even if the discussions may have to be continued at some other time and place.

The subject of "Welfare" follows next on the agenda with provision made for discussion of the Federal Welfare and General Assistance Proposal and the Federal Community Development Plan.

The Welfare Proposal was sent to you some time ago. You have had an opportunity to study it, and, in some cases, discuss it with federal



officials. Accordingly, I need to comment on it only in a general way. It is, of course, a proposal to take a direct step towards the achievement of one of the long-term objectives defined by the 1963 Conference. Throughout, it incorporates our belief that a change in the concept and pattern of administration is required to meet the needs of the Indian people in the years ahead; that the field of Indian administration should not remain the exclusive preserve of the Federal Government, and that all levels of government have some obligation to the Indians in their midst which should be discharged in a cooperative way.

This proposal should not, and must not, be interpreted as an indication that the Federal Government is seeking to transfer to the provinces the jurisdiction over Indians and the lands of Indians, vested in it by the British North America Act. It is simply a proposal that envisages local services as the best instrument for implementing correlation of federal and provincial policies in the field of welfare.

A positive proposal on Welfare was developed because this field seemed to offer at present the most promising possibility for Federal, Provincial and Indian consensus. Ideally, we would hope that all provinces would accept it. We will consider the Conference a success, however, if a majority express general approval with the proposal.

The Federal Community Development Plan is, of course, intended as a major instrument to improve the economic, social and cultural life of the Indians, and will be a direct step towards meeting the objective of developing Indian leadership and encouraging increased participation by Indians in their own affairs. We are firmly committed to the belief that community development programs can be an effective means of meeting the needs of the Indian people and that they should be introduced as soon as possible. We are prepared to see this work undertaken by Provincial Agencies where these exist and can extend their programs to meet what we consider are the basic requirements. Where this is not possible, we propose to introduce our own programs, with the understanding that they could be phased into programs which might be developed by provinces or local agencies at a later date. This Conference affords an excellent opportunity for general discussion on what to most of us is a relatively new type of program.

The final part of the agenda lists a number of topics under the heading "General Discussion". It was realized that apart from Fundamentals and Major Proposals, a Conference of this nature could usefully discuss a wide range of other items. Accordingly, we included in the agenda under this heading a number of topics which we thought merited consideration. The Conference may agree that there are other and more important topics that should be discussed within the time available to us. We have no objection to changes in the agenda under this heading. Perhaps we can decide on this when we reach that point in the agenda.

The agenda may appear somewhat ambitious for a two-day meeting, but I hope this will not be the case and that we may have fruitful

discussion on all the items. May I just leave thought with you ... that what we achieve at this Conference and in the days following it, will demonstrate to the Indians and the public whether there is real hope for the Indians through self-determination and enlightened government leadership and help, to achieve economic progress and a position of equality with other Canadian citizens.

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Introductory Remarks of the Honourable Louis P. Cecile, Q.C.,  
Minister of Public Welfare, Province of Ontario, at the Federal-  
Provincial Conference on Indians, October 29th, 1964

Mr. Chairman:

We are pleased indeed to participate in this conference and I expect that some mutual understanding will be reached in the variety of matters relating to Indians. Ontario has, I believe, the largest native population and the Indians are located in all areas of the Province.

Unlike other residents, the Indian has been considered a person apart. This situation has largely arisen because, throughout the lifetime of the nation, the Federal Government has maintained direct and almost total jurisdiction over the Indian population. The Indian Affairs Branch has been the primary government body charged with the administration of matters relating to Indians and has had the major responsibility for the social development of our native peoples.

We, in Ontario, are aware of some limitations faced by the Ottawa government in the treatment of Indians, but the Reservation system originated with the central government. Reserves served their historical purpose, and have persisted to this day. The result has been to isolate large numbers of Indians from the mainstream of Canadian life. Reservation and integration are, indeed, opposite concepts.

This is not to say that there have not been values in the reservation environment to which most Indians have become accustomed. We have, in Ontario, fortunately, a number of well operated reservations in which the residents enjoy virtually the same benefits as the average citizen.

But the reservations are limited in size in the face of a growing Indian population; they are limited in economic and social opportunities. The off-Reserve Indian should be given equal consideration with the Indian who remains on the Reserve.

I should just say at this point that it will be wise to take Indian representatives into our confidence and learn their opinion of any measures that might be proposed as a result of these discussions. For that reason I have brought along Mr. Elliot Moses who is the Chairman of a Committee of Indians that provide continuing advice to me and the Department.

I have raised the question of the Indian who lives off the Reserve and I would like to point out that this is a matter of concern in Northern Ontario. In the northern part of our Province there are many Indians who have not been exposed to civilization as we know it. Yet some thousands of them live--not on reserved lands--but in groups and communities in or near towns and villages.

Their social development, compared with other Southern Ontario Indians, is primitive. They need assistance, not only in welfare services, but in health programs, in housing, employment, recreation and, perhaps, law enforcement. Education is a primary requirement. In that connection, Prime Minister Robarts kindly arranged to have my colleague, the Honourable William Davis, Minister of Education, accompany me to share in these discussions.

I should add that we, in Ontario, have gradually extended a multitude of services to Indians. We are already moving forward in the community development of Indians in Northern Ontario. We are facing some rather large problems there in the difficulties of Treaty Indians who may have spent most of their lives on Reservations or who may have been nomadic trappers and hunters, but who now are settled in communities away from Reservations.

The Federal Government has been concerned chiefly with the financing and staffing of activities on Reservations. I am hopeful that we can, on this occasion, also hear the financial proposals of the Federal Government for off-Reservation Indians.

We look forward with expectation to some new thinking in the treatment of the Indian which will be appropriate to the actual situation now, and which will, in future, encourage the Indian to participate in the progress and the benefits enjoyed by the population as a whole. I can promise the fullest collaboration of the Province in arriving at solutions.

I should also compliment the Department in the preparation of informative material made available to us, together with some proposals. If I were to be critical at this time, I would say that the material is directed mostly to on-Reserve Indians, that it places much emphasis on welfare services, and little on other very important aspects of community development, and that welfare is interpreted narrowly as General Welfare Assistance, which is exclusive of the numerous other forms of welfare the Province makes available to these people.

But I am sure the agenda will be flexible enough to include all specific subjects that relate directly to the circumstances of Indians. It is their total benefit that is our concern.

I trust agreements will be reached here on which I can report favourably to the Prime Minister and Cabinet of Ontario.

Federal-Provincial Conference on  
Indian Affairs  
Ottawa, October 29-30, 1964

OPENING STATEMENT

Made by the Hon. Emilien Lafrance  
Minister of Family and Social Welfare  
Government of Quebec

The purpose of this conference, as the Quebec delegation sees it, is to discuss the implementation of the agreement of principles arrived at by the Prime Minister and Premiers Conference of November 1963. At that conference, it will be remembered, it was agreed that Indians should be associated more closely with the life of other Canadians and that this implied correlation of federal and provincial policies and responsibilities for health, welfare, education, community development, municipal and other services. The task of this conference therefore is to start a progressive transfer to the provinces not of constitutional jurisdiction but of the initiative and responsibility which the central government has so far exercised alone in this sphere. The province of Quebec accepts that during this extension the Indians are to be consulted and their support obtained, that services essential to the welfare of the Indians are to be maintained and that the extension of services should be made progressively.

Obviously, an operation of such an amplitude will create important problems and cannot be lightly undertaken. Quebec is ready to extend all its services to the whole of the Indian population on the same basis and according to the same criteria as the rest of our population. In our opinion, however, there are two conditions which must be fulfilled if this extension is to be carried out smoothly and successfully. In the first place, the province must acquire sufficient prior knowledge of the Indian Communities and of the various services they now receive, since such a knowledge is necessary for any rational action. This means in practice that the inventory of the situation which is now in progress must be completed to the satisfaction of all interested parties. And we are glad to mention that, despite past deficiencies in this respect, the federal government seems ready actively to cooperate to this inventory, as it has already begun to do. The second condition of success is that the Indians themselves be consulted and take an active part to each step of the extension of provincial Services.

Basic questions

The consultation with Indians must be put on a staddle basis. We believe that it would be appropriate to set up a provincial advisory council, composed exclusively of Indian representatives, which could give its opinion on questions referred to it or even make recommendations of its own to those concerned.



Coordination Committees of higher civil servants should be set up in each province. Their role would be administrative and each party would report to its own government. In Quebec one of the preliminary tasks of such a committee would be to see to it that the inventory now in progress is duly completed.

As regards service standards and finance, Quebec does not consider these questions as being of primary importance. We believe that service standards should be the same for the Indians and for the rest of the population, with of course the necessary adaptation in particular cases. As to the question of finance, it should not be allowed in any way to impede the integration of the Indians.

There are, however, two questions to which Quebec attaches the greatest importance. Firstly, it appears to us that the integration should be achieved independently and, if necessary, differently from one province to another. Agreements, therefore, should be made on a province by province basis.

Secondly, it is essential that the extension of provincial services be considered as a whole and not service by service. Quebec insists on an order of priority being established between the various services. Indeed we expect the first agreement between Canada and Quebec to deal precisely with this order of priority and with a possible time-table for its implementation. Quebec will adamantly refuse to enter a particular field, welfare for instance, before a general agreement has been reached on the whole of the Services.

#### Education

The foregoing remarks apply to education--in this respect, the Quebec delegation must emphasize that the federal proposals have been received only a short time before the Conference. Nevertheless, the Quebec delegation is in a position to inform the Conference that it is favorable to general agreements between Canada and the Quebec government in view of agreements made direct with the various school boards.

In so far as the integration of federal schools in the provincial system is concerned, we think that it should eventually become a complete one, that is, the administration of these schools and even the ownership of the buildings and of the equipment should eventually and under conditions to be agreed on, be transferred to local or provincial authorities.

#### Welfare

Quebec, as every other province, has received from the federal government detailed proposals on welfare and community development. We may accept these proposals as a starting point for discussion. Though it must be emphasized immediately that in relation to welfare and assistance these proposals will have to be adapted in order to take into account the fact that



Quebec does not receive federal welfare grants and wishes to contract out of the welfare part of unemployment assistance. Moreover, we must reiterate that any agreement on Indian welfare would be conditional on a previous agreement on the extension of provincial services considered as a whole.

As regards Community development, Quebec hopes to be in a position to provide this service to Indians in a few years' time. Should the federal government decide to precede the province in this path, we believe it essential that the province be consulted on the setting up and working of this service.

#### General discussion

In the course of the Conference, we will have the opportunity to discuss all these various points in a more detailed manner. The same is true of the various items of the agenda grouped under "General discussion": Objectives, Future Conferences, Research and Legislation. I will only add, as a conclusion, that the Quebec delegation regards this Conference as the continuation of the Conference of November 1963 and as a prelude to future meetings. It is to be hoped that every one of these Conferences shall be a landmark in the integration of the Indian population to the rest of the Canadian population, for the greater benefit of all.

#### Detailed discussions -- Basic Questions

(a) Consulting the Indians, including proposed Indian, Regional or Provincial advisory committees

We believe that consultation with the Indians should be carried out at each provincial level on an organized basis. An Indian advisory committee should be formed at the provincial level. This committee should be made up of Indians only and be truly representative of the Indian population. Its object would be primarily to advise on matters which might be submitted to it by the various governments and by the co-ordination committee made up of high officials. The committee would also have its own powers of initiative and could submit to the proper quarter matters which it would wish to discuss. The secretarial service of this committee would be identical to the service of the co-ordination committee of high officials.

(b) Standards of services and study to determine whether the extension of the provincial services to the Indians would necessitate the setting up of basic standards

The Province of Quebec does not believe it would be wise to set up standards of services to the Indians other than those effective for the other part of the population. It is understood that adjustments will be necessary in certain cases. However, we believe that, as a general rule, the current standards must guide the extension of services to the Indians. Any attempt to establish specific standards in the case of Indians would be running the risk of bringing about a trend towards segregation.

(c) Study of the extension of services taken one by one or as a whole

In our opinion, this question is, among others, one which should be most clearly defined. It is essential that the extension of provincial services to the Indians be considered as a whole, since this is the only way of setting a priority in the various services. When this priority has been determined, then we undertake the study of the various services taken one by one.

Nothing could hamper the smooth running of this operation more than an attempt by either of the governments acquire or maintain the power over one kind of service to the detriment of the others. There must be complete agreement between the governments on the services as a whole. Moreover, in order to be effective, this agreement should include a schedule setting the main stages of the extension of provincial services to the Indians.

So, in our opinion, not only should the extension of services be considered as a whole, but this study is the first task that faces us and the preliminary stage without which we cannot proceed to the others.

(d) Agreements for the country as a whole, or for each province individually--The uniformity of agreements might be neither possible nor practical, but constructive possibilities must be explored

Owing to the variety of Indian problems from one province to another, we doubt that it would be possible or practical to enter into uniform agreements throughout the entire country, but we have no fundamental objection to this type of agreement, if it were ever possible to arrive at one. It seems to us, however, that the fact that the Federal Government will be a party to each of these agreements offers a sufficient warranty of uniformity which excludes the necessity of submitting the facts to a uniformity which does not exist in reality.

(e) The role of the co-ordination committees in each province, formed of high provincial and federal officials, in matters pertaining to the extension of provincial and municipal services to Indians and for the maintenance of the liaison

To our mind, the committees should (1) - study the problems created by the extension of services as they crop up and (2) - submit point recommendations to the various interested governments. The first task of such a committee in the Province of Quebec would be to see that the inventory now being drawn up, be completed.

We think these committees should be made up of a maximum of these representatives of each government. The chairmanship could be alternated or be given to a provincial employee. The secretaryship would be given to a provincial employee. The provinces would thus be called upon to play the positive role which is theirs in the extension of their services to another part of their population.

(f) Financing, especially the study of the fields and the extent of the provincial responsibilities

The Province of Quebec would be ready to assume the entire financial responsibility for the extension of its services to the Indians without special agreements with the Federal Government for each of them. Of course, such a transfer would amount to an increase in expenditures for the province and a corresponding decrease in Federal expenses and, sooner or later, a redistribution of the taxation fields would have to be made.

On the other hand, the Province of Quebec is not against special agreements covering the various provincial services as they are extended to the Indians. Since the extension will have to be made in stages, this might be the best way to proceed. On this score, the Province of Quebec admits the basic principle that the province should be responsible for the cost of services to the Indians up to the equivalent cost of the same services for the other part of the population. Canada would be responsible for the additional expenses deriving from the special situation of the Indians.

Education

(a) Rights and privileges of the Indians as citizens of the Provinces in education matters

On the subject of the rights and privileges of the Indians as citizens of the Province of Quebec, in education matters, the situation is the following:

Except for the cases where there has been an agreement with the Federal Government, the Indians living ~~out of~~ the reservations have no legal right to the education services of school boards, since the reservations are not considered as part of the school territory.

Obviously, if need be, the Province of Quebec is willing to reconsider this matter in order to give the Indian the same privileges as the other citizens.



## Education (Cont'd)

### (b) The integration of Federal schools into provincial systems

The Quebec delegation is in favour of the total and complete integration of the Federal schools into the provincial system. This integration should be carried out not only at the pedagogic level by means of inspection of the Federal schools by provincial supervisors, but also at the level of school organization, of school administration and of proprietorship of buildings and schooling equipment.

The Province of Quebec admits that there is a problem regarding the training of teaching personnel and is ready to discuss, with the interested parties, the steps to be taken in order to find a satisfactory solution.

The Province of Quebec gladly accepts the proposal of the Federal Government to the effect that, when feasible, the Indian reservations be incorporated in the school districts of the Province, providing, evidently, that the Indians contribute, one way or another, their fair share towards educational costs. We believe that it is essential, for the betterment of the Indian, that he eventually be given a right of vote in the election of school commissioners and that he himself might be elected commissioner.

We can also point out that under the Province of Quebec's system the integration of the Indian at the elementary level will necessarily enable the Indians to acquire secondary education as well as specialized, professional and university training.

### (c) Proposals for provincial agreements instead of agreements with local authorities

The Quebec delegation is favourable to agreements between the Federal and Provincial Governments superseding the present agreements entered into directly with the various school boards.

## Welfare

### Discussion on proposals made by the Federal Government in matters of welfare and of assistance in general

The Quebec delegation intends to apply itself, for the time being, to a general discussion of principles contained in the proposals made by the Federal Government. We do not think it would be timely to enter immediately into a detailed discussion of the project because other questions must be solved before such an agreement can be concluded.



## Education (Cont'd)

### (b) The integration of Federal schools into provincial systems

The Quebec delegation is in favour of the total and complete integration of the Federal schools into the provincial system. This integration should be carried out not only at the pedagogic level by means of inspection of the Federal schools by provincial supervisors, but also at the level of school organization, of school administration and of proprietorship of buildings and schooling equipment.

The Province of Quebec admits that there is a problem regarding the training of teaching personnel and is ready to discuss, with the interested parties, the steps to be taken in order to find a satisfactory solution.

The Province of Quebec gladly accepts the proposal of the Federal Government to the effect that, when feasible, the Indian reservations be incorporated in the school districts of the Province, providing, evidently, that the Indians contribute, one way or another, their fair share towards educational costs. We believe that it is essential, for the betterment of the Indian, that he eventually be given a right of vote in the election of school commissioners and that he himself might be elected commissioner.

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The Quebec delegation intends to apply itself, for the time being, to a general discussion of principles contained in the proposals made by the Federal Government. We do not think it would be timely to enter immediately into a detailed discussion of the project because other questions must be solved before such an agreement can be concluded.

Our first remark has to be made with respect to the Federal proposals, which take no account whatever of the Province of Quebec's particular position in matters pertaining to joint plans. It is assumed, for instance, that the Provinces are already in receipt of Federal welfare subsidies, when this is not so in the case of the Province of Quebec. There is no mention either of the fact that the Province of Quebec intends to withdraw from the welfare section of unemployment assistance. These are points which no doubt can be corrected.

There is also the question of priority. The Quebec delegation is far from sure that the extension of provincial services should begin with the welfare services. On the contrary, it seems to us that educational, health and municipal government services should be primarily dealt with. And in this respect the Province of Quebec cannot but regret that the agenda of this conference does not mention hygiene and health services or the municipal integration which are, without any doubt, at least in our Province, among the most urgent to be set up.

It is understood that the Province of Quebec will not sign any agreement on welfare and assistance until an order of priority has been accepted by the interested parties and that, in accordance with this order of priority, the time has come for the Province to assume responsibility for welfare.

Under these circumstances we believe that the detailed discussion of Federal proposals pertaining to matters of welfare and assistance should be deferred to a subsequent conference.

Discussion on the Federal Government's  
community development projects

As I mentioned in my opening statement, the Province of Quebec hopes to be in a position to launch into the field of community development of Indian groups within a few years. Obviously we cannot object to the Federal Government setting up such a service if it is deemed advisable. We believe, however, that the Province should be consulted when this service is being established and be kept informed of its progress since, if the extension of provincial services to Indians is carried out as provided, the Province will eventually assume responsibility for this service, as in the case of the other services.

## General Discussion

- (b) Future Federal-Provincial conferences on Indian affairs; necessity; structure; objectives, etc.

The Quebec delegation believes in the need for future Federal-Provincial conferences following the present one.

In our opinion, these conferences should be held not only between Ministers but also between the senior officials.

It could be left to the Federal Government to convene these conferences but, in our mind, the Provinces should play an active part in their preparation and especially in setting up their agenda.

- (c) Research--discussion about the need for research from the national, provincial or geographical points of view

In the field of research, a remarkable effort was undertaken at the level of the preservation and development of the Indian's economic setting, especially with regard to fish and game. In 1963-64, for instance, a biologist and two students conducted certain studies in the North, the cost of which was borne by the Province in a proportion of over 60%. Several university faculties are also making advanced researches on the Indian setting, and these researches are financially sponsored by the Province, in whole or in part.

If the Federal Government wishes to undertake researches in this field, we think such researches should be co-ordinated with those of the Province.

- (d) Legislation--Need for new legislation or amendments to the present Federal or Provincial legislation; the Indian Claims Commission; the Indian Act; various Provincial Acts, etc.

The Province of Quebec is aware that, if the Indian is to identify himself more and more with the life of the Province, he should be placed on the same level as the other citizens. It may then turn out that certain amendments to the legislation of the Province will be necessary and we have no doubt that the Legislature will make these amendments willingly, if it has become plain that the integration of the Indian is well under way and, in a sense, irreversible.



Honourable J. B. Carroll, Minister of Welfare, Province of Manitoba.

October 29, 1964.

Statement of Manitoba's viewpoint regarding proposals  
of the Federal Government to the Federal Provincial  
Conference on Indian Affairs, October 29 and 30, 1964

Manitoba's Indian and Métis population was recently estimated to be 27,500 Indians and 28,000 Métis or 55,000 in total. This is more than 5% of our provincial population. This group identified on its ethnic base is less educated, more dependent, less healthy, more socially disorganized and less gainfully employed per capita than any other group of our citizens. A recent provincial study indicates that 50% of the Métis labor force and nearly all of the reservation Indians lack full-time employment. Again provincial studies indicate the seriousness of the problem by estimating federal and provincial welfare payments to these people at just under \$4,000,000 in 1963 with a forecast of approximately \$12,000,000 for 1975 unless present trends are reversed.

Recognizing the many successful integrations of Indians and Métis into our community our concern nevertheless is for the much larger group of Indians and Métis who are usually indistinguishable from one another except in the eyes of our federal and provincial officials. The non-integrated Indian and Métis live much the same way of life, have the same culture, live in the same isolated areas and face the same difficulties with a similar lack of preparation and resources.

We in Manitoba are convinced that effective solutions to these problems can most readily be found by joint effort of the three parties most concerned, the people themselves and their two governments. We believe that the solutions will be found in co-ordinated action based on a frank examination and definition of the problems. We suggest that we must have a clear view and understanding of the problems we are trying to solve before beginning new measures. Out of such joint considerations solutions can be devised which will be acceptable to all and which will, therefore, have much greater chance for successful implementation.

We in Manitoba see as some of the main factors underlying the problems of our people of Indian ancestry the following:

- (1) The custom and tradition of the Indian and Métis way of life, their reliance upon the natural renewable resources, their remote and isolated living conditions have produced in them a social and cultural handicap to successful integration and a more abundant life.
- (2) The reserve system of administration has tended to destroy local initiative and leadership and has made the community or band more dependent upon the Indian Agent and other non-Indians. This same type of dependency is in evidence in adjoining non-treaty and Métis settlements.



- ✓
- (3) Location of band settlements is a real barrier to the development of economic opportunities or for integration into the mainstream of Manitoba's economic life. These 55,500 people of Indian origin are located on the fringes of the settled portions of our province or are scattered over and around some 175,000 square miles of pre-Cambrian rock.

→ In considering the problems of people of Indian origin and the factors underlying them, in the light of the proposals from Ottawa, we frankly see no value in merely substituting provincial service for federal service. For example, there is little value in provincial welfare officers and provincial welfare dollars being substituted for federal welfare officers and federal dollars. Our efforts should be more constructively directed towards broad social, economic and educational programs designed to solve the basic and fundamental problems of these people.

The federal proposals regarding education have only recently arrived and have not been thoroughly considered by those with responsibility for education in Manitoba. We recognize that there is duplication and there are gaps in educational services to people of Indian origin. The result is that educational achievement among this group is substantially below the rest of our province. We will look forward to a discussion of a rationalization of these services at some time in the future.

We in Manitoba welcome the federal proposals for a community development program (on reserves) which we trust in our province will become an enlarged joint program supported equally by both governments. We would suggest, however, that the problems which face Indians and Métis today cannot, in the main, be resolved on Indian reserves or in Indian and Métis communities. Their resolution will, we believe, depend upon large numbers being enabled to move freely and more easily into the mainstream of Canadian life. The Indian who finds security today through the reserve system must be given the opportunity for security tomorrow through better education, marketable skills, re-location opportunities, placement programs and a confidence that his fellow Canadians are helping him to move toward a fuller and more abundant life.

We feel that in addition to strengthening community development services we must encourage full employment for our Indians and Métis. To do this, we believe that a new dimension must be added to our present programs: namely, a large economic development program deliberately directed toward the creation of modern employment opportunities. This will be a major task and could involve special incentives to employers, such as the provision of long and short term credit, expanded programs of on-the-job training, wage subsidies, tax incentives, or other similar inducements. Such programs when viewed in the light of welfare projections alone seem to us to indicate a prudent investment in the prevention of a continuing growth in dependency.

The Manitoba Government is vitally concerned about our citizens of Indian ancestry. We recognize that by ourselves we cannot solve their problems. We are convinced, however, that solutions can be found through joint discussions, through a common understanding and through the development of imaginative programs rationalized and co-ordinated among all parties involved. We believe such a procedure holds every promise of success.

A Submission from the Government of Saskatchewan  
on the Administration of Indian Affairs

The Province of Saskatchewan believes that the time has come when more must be done to improve the lot of our citizens of Indian ancestry and to accelerate the process by which they become an integral part of Canadian society. While some progress has been made, it has not been enough to keep up with population growth. Thus we now have ever more Indian people dependent on the inadequate resources of the reserves. As a result, their economic and social situation is deteriorating. This state of affairs becomes more incongruous when contrasted with the increasing prosperity and advancement of the country as a whole.

Obviously more effort and funds must be devoted to programs designed, not just to meet exigencies as they arise, but to reach the goal of bringing the citizen of Indian ancestry to the same level as his fellow citizens. With this in mind the Government of Saskatchewan recently announced its intention of establishing a new agency to give special attention to the problems of people of Indian ancestry. This agency will carry out research into their unique problems, it will make special efforts to place them in satisfactory employment, and it will attempt to promote community and economic development in their communities. At the same time, other provincial departments will work to improve the standards of health and education of our citizens of Indian ancestry.

Saskatchewan is concerned, at the same time, about the existing system for administering the affairs of the treaty Indians. We recognize the work of the Federal Indian Affairs Branch. However, we believe that without an extension of provincial services to Indians the problems of achieving integration and equality of opportunity are compounded, since every feature of the system is such that a different status is continually and inevitably made apparent. The Indians must be enabled to become a part of the society around them, and this is in large part a provincial society. It is therefore most desirable that provincial programs be extended to the Indian on the same basis as to other citizens, and that the present administrative system be changed accordingly.

Saskatchewan believes that this can be achieved without altering the rights and legal status of the Indians. Nothing can be done without the full consent and co-operation of the people affected, and we do not propose to work without it. We are prepared to offer provincial services, but we are not prepared to force anyone to accept them. Our offer is not conditional on the giving up of present rights, it is an attempt to extend the rights available to other Saskatchewan citizens to those of Indian ancestry.

To reach this goal, Saskatchewan proposes that we begin as soon as possible to extend provincial services to the treaty Indians. This will make the Indian increasingly aware that he is a participating citizen of the province. It will also permit a co-ordinated effort at the provincial level to improve the lot of all people of Indian ancestry.



## A Staged Extension of Provincial Services to the Treaty Indians

The appendix to this submission gives a summary of programs which could be extended by the Province of Saskatchewan to the treaty Indians. Since it would be impractical for the Province to take over responsibility for all services immediately, a staged extension which might be completed in as little as five years is recommended. The cost of this extension would grow from an initial amount to an "ultimate" amount in the fifth year. In some programs such as social welfare regional services, staffing problems make a five-year goal necessary. However, others such as medical care insurance, could be extended immediately.

An alternative possibility, the extension of services on a program by program basis, was considered by the Government of Saskatchewan and discarded. It was discarded for three reasons. First, the attempt to bring one type of service up to provincial standards independent of others is likely to result in a distortion of service and cost so great as to preclude and delay the progress of other services. The extension of welfare with no change in economic development programs, or the extension of provincial health standards while housing programs remain unchanged are examples. Second, we believe it would be easier for the Indians to adjust to a staged transfer to all provincial programs rather than a complete transfer to individual programs. Third, the most rapid way to bring people of Indian ancestry into the mainstream of provincial life, is, we believe, to gradually introduce them to the whole range of available services, not to delay the introduction of one service until another has been introduced.

It should be noted that the appendix is arranged in two parts. The first part is a summary of existing or immediately forthcoming programs, and agreement for extension of these could be obtained fairly quickly. The second part, "other program possibilities", includes proposals for programs which do not exist, as yet, or for heavy capital investment. These would probably have to be worked out more carefully and agreed upon individually by Canada and the Province.

Saskatchewan proposes that this list of programs be considered in some detail, so that a realistic schedule for extension of provincial services can be agreed upon.

### Organizational Arrangements

It should be noted that Saskatchewan proposes to extend most of the suggested services through the provincial departments which provide these services to citizens other than treaty Indians. It is not the intention of the Province to create another Indian Affairs "clientele based agency" to replace the Federal Branch. This would be a move counter to our objective of achieving ultimate integration of people of Indian ancestry. The new provincial agency is being established only to give special study to the needs of these people, and to administer certain programs which deal specifically with their unique needs and to work closely and harmoniously with Federal Indian Affairs officials in order that present and future programs will provide maximum benefits to the people concerned.



### Financial Arrangements

That the plan for extension of provincial services should be accompanied by a financial arrangement seems obvious enough. Saskatchewan would assume responsibilities which were previously not hers, and would incur costs which formerly did not have to be paid out of the revenues apportioned to Saskatchewan. At the same time, the Federal Government would give up responsibilities and would no longer incur certain costs which had been paid out of its revenues.

The Federal share of expenditure on behalf of Indian citizens in Saskatchewan in 1962-63 was approximately \$10,300,000. As a start, therefore, it is assumed that, when transfer of responsibility is complete, a transfer of funds of at least this magnitude will take place. A portion of this may be obtained through existing federal-provincial agreements relating to established provincial programs (e.g. social aid). The remainder would have to come to the Province by means of some special arrangement.

In addition, the Province suggests that the time has come when a substantially higher level of expenditure is necessary in the administration of Indian affairs. We submit that, if transfer of the responsibility to the Province did not occur, then the Federal Government would have had to provide this increase in any event. Therefore, Saskatchewan maintains that the Federal Government should make available to the Province the full amount which the Province proposes to spend on the administration of treaty Indian affairs, even though this is in excess of the level which the Federal Government has been spending.

### Federal Proposal

Careful consideration has been given to the Background Material on General Assistance, Welfare Services, Community Development and Education of Indian children, submitted to us by the Federal Government. Our general reaction is one of interest in the proposals submitted as a basis for further discussion and negotiation. We have reservations with respect to certain proposals and are in agreement with others. We believe that initially and during the transitional stage, the Province should not be required to contribute toward general assistance payments to Indians.

The proposal for sharing the service component and capital costs appears to constitute a reasonable basis for discussion.

With respect to education of Indian children, we look with favour on the suggestion that agreement on the financing of operating cost should be between the Federal Government and the Province. We agree that subject to the consent of the respective band and negotiations with the school board, Indian Reserves should be incorporated into existing school districts. The Saskatchewan Government would like to go a step further and propose that subject to the consent of the respective band, and subject to negotiation with the municipality concerned, Indian Reserves form part of a municipality. This would give the Indian a direct voice, not only in educational programs but in the local administration of the area. Further, many services such as providing

market roads, administration of social aid and weed control fall within the jurisdiction of municipalities and can best be administered at the local level. We believe that keeping Reserves out of school districts, municipalities and other local authorities constitutes a barrier to the integration of the Indian population into the stream of Canadian life and prevents them receiving the same standard of services received by others.

#### Possible Approaches

There are two ways by which the transfer of funds from the Federal Government to the Province could be handled --

- (1) The Federal Government might "contract out" of supplying services to Indians. Federal and Provincial Governments would agree on a staged transfer of responsibilities over an agreed period, subject to such financial arrangements as may be agreed upon.
- (2) An alternative would be an annual lump sum payment from Canada. This could be made on the basis of an estimate at the beginning of the year and subject to a final adjustment based on actual experience. This would imply segregated record keeping, but the work involved might be reduced by specific agreement that estimates with built in escalation devices would be acceptable for certain programs.

APPENDIX A

EXISTING PROGRAMS

PROVINCIAL PROGRAMS

FEDERAL PROGRAM OR  
EXISTING AGREEMENT

PROPOSAL FOR TRANSFER OF  
RESPONSIBILITY TO SASKATCHEWAN

Social Welfare

Child Welfare

Informal Agreement exists at present. The Province places children in dire need, with a charge to Canada of \$3.30 per day per child.

Extension of Provincial program on the same basis as other citizens.

Rehabilitation of  
Disabled Persons

Included in Regional Services.

Bureau on Alcoholism

More concentrated program proposed for the Indian population, due to serious problem.

Social Aid

Indian Affairs Branch  
Relief Payments

Saskatchewan will administer social aid on the same basis as for the rest of the Province - i.e., through the Municipal structure.

Aid to Dependent  
Families

Nil, except such persons would now get general relief.

Saskatchewan will administer social aid on the same basis as for the rest of the Province - i.e., through the Municipal structure.

Supplemental  
Allowance

Nil, except such persons would now get general relief.

Saskatchewan will administer social aid on the same basis as for the rest of the Province - i.e., through the Municipal structure.

Old Age Security  
Supplement

The existing agreement covers all citizens. There is no separate record of payment to Indians.

In view of the established agreement, presumably no proposal for additional Federal share can be made here.



PROVINCIAL PROGRAMS

FEDERAL PROGRAM OR  
EXISTING AGREEMENT

PROPOSAL FOR TRANSFER OF  
RESPONSIBILITY TO SASKATCHEWAN

Social Welfare cont'd

Disabled Persons'  
Allowance  
Blind Persons'  
Allowance

The existing agreement covers all citizens. There is no separate record of payment to Indians.

In view of the established agreement, presumably no proposal for additional Federal share can be made here.

Regional Services

Indian Agents fulfill this role.

Creation of two new regional offices, plus 11 sub-offices, to meet the new workload.

Correctional  
Institutions

Saskatchewan now provides this service with no Federal reimbursement.

Probation and  
Parole

Little of this is done for Indians at present.

The proposal for sub-offices near reserves (see Regional Services) will make a large increase in this service possible.

Geriatric Centres

Indians can use these facilities, but few do.

It is proposed to educate Indians to the use of these facilities on the same basis as other citizens. This implies 104 beds at \$10,000 per bed.

General Administrative  
Costs - Central Adminis-  
tration - Public  
Assistance

A percentage of the program cost is reflected in increased central administration.

Central Administration -  
Child Welfare

A percentage of the program cost is reflected in increased central administration.

Band Welfare  
Administration

It is proposed to have Indian Band Members administer social aid.

<u>PROVINCIAL PROGRAMS</u>	<u>FEDERAL PROGRAM OR EXISTING AGREEMENT</u>	<u>PROPOSAL FOR TRANSFER OF RESPONSIBILITY TO SASKATCHEWAN</u>
<u>Social Welfare cont'd</u>		
Research		Social Welfare proposes an increase in research staff to help meet the Indian problems.
<u>Public Health</u>		
Saskatchewan Hospital Services Plan	Canada now pays premiums on behalf of Indians. All other costs are covered by the Hospitalization Plan.	Saskatchewan would make this payment to the Fund on behalf of the Indians and Canada would pay into Saskatchewan revenues.
Medical Care	Canada either pays on behalf of indigents, or provides service itself.	The Province would take the Indians into the plan on a payment from Canada equal to the provincial per capita cost, estimated at \$22.50. (Per Capita Indian cost would be higher but Saskatchewan has agreed to take the loss).
Hospital Capital Grants	Canada now runs two hospitals which could be turned over to the local district. Special grants are made on rare occasions. The program is unreliable and inconsistent.	A payment could be made to the Province on the basis of: average annual capital cost X $\frac{\text{Indian Patient Days}}{\text{Total Patient Days}}$
Psychiatric Services	Canada is billed for the number of in-patient Indian days at \$5 per day.	No change, except that this amount could be incorporated into any general financial arrangement. An amount of \$22,000 could be added on for a capital cost share.

PROVINCIAL PROGRAMS

FEDERAL PROGRAM OR  
EXISTING AGREEMENT

PROPOSAL FOR TRANSFER OF  
RESPONSIBILITY TO SASKATCHEWAN

Public Health cont'd

Tuberculosis  
Sanatoria

Canada now operates a wing and makes payments to the Anti-Tuberculosis League for other patients.

Canada should turn the wing over to the Anti-Tuberculosis League and Saskatchewan should make per diem payments to cover the full cost of treatment being compensated by Canada.

Physical  
Restoration

Services are now integrated, except that Canada pays for prosthetic appliances.

Integrate completely.

Preventative Health  
Services

This is now done by Indian and Northern Health Services, except for isolated cases handled by the Province.

The Province should apply such services on the same basis as to other citizens. However, the Federal patient-staff ratios should be maintained due to greater Indian health problem. Reserves should be incorporated into existing regions. It would be desirable if Federal staff could simply transfer over, minimizing dislocation.

Pharmaceutical  
Services

Canada provides drugs to Indians.

Province presumably would have to continue to offer this, as long as there are on-reserve Indians. Federal cost (when obtained) could be used as a guide.

Dental Services

The five staff members work more at public health dentistry. Private dentists are used mainly for services, on a fee for service basis.

Cancer Services

Province now provides service to Indians on a fee for services basis.

Province would supply such service free, as to other citizens.

PROVINCIAL PROGRAMS

FEDERAL PROGRAM OR  
EXISTING AGREEMENT

PROPOSAL FOR TRANSFER OF  
RESPONSIBILITY TO SASKATCHEWAN

Public Health cont'd

Air Ambulance

Province now provides this in the South at \$35 per flight. Indian Affairs charters Northern flights.

Province would supply total provincial service.

Education

Operating Grants

Indian Day Schools (teachers are civil servants - there are 231 of them - 64 schools, 134 classrooms).

Local Agreements with Canada.

Day schools could become part of units over a short period, but units would have to nurse them along. Provincial grant payments would be paid equivalent to 100% of the per capita cost, until such time as Indians become taxpayers (7,000 students x 400 = 2,800,000).

Indian Residential Schools (these are operated by religious groups, but supported entirely by Canada. There are 9 in Saskatchewan).

Responsibility for residential schools would probably have to be assumed on the same basis as Canada does now.

Capital Grants to Schools

Construction and Acquisition.

Of 208 classrooms, 48 now are said to need replacement. Other classrooms would be vacated as integration proceeds. Cost per classroom - \$17,000. Assume a 20-year time span or 10 per year.

Vocational

Tuition and maintenance in non-Indian schools - 380 students this year.

Suggest stepping up this program by a factor of two - approximately 500 for high school and 250 for technical, at \$1,000 each annually - at about 75 more each year.



<u>PROVINCIAL PROGRAMS</u>	<u>FEDERAL PROGRAM OR EXISTING AGREEMENT</u>	<u>PROPOSAL FOR TRANSFER OF RESPONSIBILITY TO SASKATCHEWAN</u>
<u>Natural Resources</u>		
General Administration	Indian Affairs now has four offices in the Northern Administration District.	Province would assume this function.
Fur Conservation	Fur Conservation Agreement.	The program would be entirely a provincial responsibility. The specific payment could be incorporated into any general fiscal arrangements.
Fish Subsidy	Nil	This provincial program has been of benefit to Indians.
Fish Plants	Nil (except Canada did make a contri- bution to one plant - Pelican Narrows).	This provincial program has been of benefit to Indians.
Work and Wages Projects	Federal Government does some of this.	Budgeted program for 1964-65 is \$100,000. Assume a doubling for Indians.

## APPENDIX B

### OTHER PROGRAMS

<u>PROVINCIAL PROGRAMS</u>	<u>FEDERAL PROGRAM OR EXISTING AGREEMENT</u>	<u>PROPOSAL FOR TRANSFER OF RESPONSIBILITY TO SASKATCHEWAN</u>
Agricultural Representative Service	Nil (note that Indian Affairs is going to share some part of this in Manitoba).	Province would extend such service to the Reserves.
Road Grid	Federal Government now shares 50% of in-reserve mileage.	It is estimated that about 50 to 60 miles remain to be built at about \$100,000 (gross) a year for 4 years.
Co-operation	In the Northern part of the Province, Indian people have been included in all co-operative programs. Cost sharing has not been arranged, but some capital contribution has been made by Canada.	Province would extend services to reserves as requested by the people or as arranged by the administrative body with the major responsibility on reserves.
Attorney General		Indians have been treated as citizens as far as adminis- tration of justice is concerned; there has been no additional Federal share assessed for an Indian proportion of policing, court costs, legal assistance for indigents.
Labour		No significant cost factors seen - e.g. there would be few inspections for a long time, and the training factor would be small here, and largely in education.

APPENDIX C

PROGRAMS OF THE NEW PROVINCIAL AGENCY

<u>PROVINCIAL PROGRAMS</u>	<u>FEDERAL PROGRAM OR EXISTING AGREEMENT</u>	<u>PROPOSAL FOR TRANSFER OF RESPONSIBILITY TO SASKATCHEWAN</u>
Research	The Indian Affairs Branch now does some of this work in Saskatchewan particu- larly in placement.	The Province proposes to set up a new agency to deal with the unique problems of people of Indian ancestry. This agency would be responsible for research, placement, and community develop- ment work with the Métis. Initially, it would supplement Federal work with Treaty Indians, with the objective of taking over these functions entirely. 50% of additional costs are assumed as the appropriate Federal share, since roughly 50% of additional work should be done with Treaty Indians.
Placement		
Community Economic Development		

APPENDIX D

SPECIAL PROGRAMS

<u>PROVINCIAL PROGRAMS</u>	<u>FEDERAL PROGRAM OF EXISTING AGREEMENT</u>	<u>PROPOSAL FOR TRANSFER OF RESPONSIBILITY TO SASKATCHEWAN</u>
Subsidized Feeding	Vitamin biscuits supplies.	A school lunch program was proposed for school children in the North - \$337,000. Extend this to Indian children in the North - \$250,000 to all children - roughly \$1,000,000.
Clearing and Breaking	Small amount.	Total reserve acreage - 1,208,000. Now under cultivation - 170,000. Assumption - roughly 50% of remainder, or 400,000 acres might be brought into cultivation at \$40 per acre.
Family Farm Improvement		A long-term proposition. A good assumption might be based on \$500 or 500 farm homes, based on acreage above.
Credit Program for Livestock	Assistance in acquiring herds is now given.	500 Farm Units would require \$20,000 each - \$10,000,000 credit).
Power	Some reserves now have a power line to Federal buildings and Canada paid construction charges. Six reserves have had power distribution, but Canada did not share this on the grounds that its payment for the original transmission line was sufficient. The Corporation absorbed its usual amount of \$150 per customer, then billed the remainder to the Indians.	It is proposed that some 60 reserves are located so that electrification would be reasonable, of which 2,850 dwellings remain to be served. Total cost (\$450 per dwelling) \$1,284,000 Less standard S.P.C. share (\$150) <u>428,000</u> Remaining cost \$ <u>856,000</u> Assuming 50% subsidy.



PROVINCIAL PROGRAMS

FEDERAL PROGRAM OR  
EXISTING AGREEMENT

PROPOSAL FOR TRANSFER OF  
RESPONSIBILITY TO SASKATCHEWAN

Telephones

No share. The Corporation has extended service to 2 reserves so far - 1 pay telephone per reserve on an experimental basis, located in the Chief's house.

The Corporation suggests that service could be extended to 56 reserves (containing 78% of the people) on the same basis - one pay station per reserve. (Individual service beyond that should be paid for by the individual). Other reserves are much too uneconomical due to remoteness. Total cost estimated at \$700,000. Assume 50% subsidy.

General Economic  
Development

It is assumed that the new agency will work out economic development projects for which financial assistance will be required. An arbitrary amount of \$250,000 a year, after the first year, rising to a maximum of \$1,000,000 is assumed. (50% shareable).

BRIEF TO BE PRESENTED TO  
THE FEDERAL-PROVINCIAL CONFERENCE ON INDIAN AFFAIRS  
BY THE PROVINCE OF ALBERTA

Introductory Remarks

The position taken by the Province of Alberta and hereinafter outlined is based upon the belief that the Indian who is set apart from the rest of the citizens, constitutionally and legally, has a right to continue to enjoy this separate status and no act of any Province should interfere with or limit in any way this constitutional right. Our position is based upon the further belief that so long as the Indian occupies a special position constitutionally and legally he cannot at the same time occupy the position of the ordinary citizen who has obligations different from those of the Indian.

We share with others the belief that the long-range objective should be the ultimate inclusion of the Indian in the main stream of our society as a full-fledged citizen in every respect while allowing at the same time the maximum scope for him to retain his identity as a special ethnic group. This we believe can only be accomplished on the Indian's own initiative and to the degree that he is willing to seek social and economic equality.

The Constitutional Fact

Legally, Indians are and have been the responsibility of Canada. Section 91 of the British North America Act proclaims this Federal responsibility; Section 125 declared public lands, and hence Indian lands, exempt from taxation; treaties were made between the various Indian tribes and Canada; and finally the Indian Act, which is the capstone of this legal-administrative edifice, was created to deal with this specific ethnic group--the only ethnic group in Canada so distinctly segregated.

We do not wish to imply censure, we merely wish to point out that legally and historically Indians have been and still are separated from the rest of our citizenry and as a group have been and remain the administrative responsibility of the Federal Government.

Further, this special treatment which originally was intended to give protection to Indians has resulted in special disabilities as well as special privileges. For example, Section 88 of the Indian Act says that "the real or personal property of an Indian or a band situated on a reserve" is not subject to attachment. While on the one hand this may serve to protect an Indian from loss of property it also effectively bars him from access to the normal lending agencies utilized by other citizens.

Statement of Principles

In our discussions at this conference the Alberta delegation will be guided by the following principles:

1. Indians are a Federal responsibility and must remain so until there is a constitutional change.
2. As a corollary of the above, Alberta will not attempt to come between Canada and the Indians. Any proposed extension of Provincial services to Indians can only be viewed as a means by which Canada can better discharge her obligations and for this reason we hold the view that consultation with Indian bands which is to precede such extension of services must be done under the auspices of the Federal Government.
3. Indians should be encouraged to assume the broad spectrum of rights and privileges enjoyed by other citizens and should be taught to utilize the wide range of services provided by most normal Canadian communities.
4. Positions of privilege without concurrent responsibilities should be guarded against and if Indians now occupy special positions of privilege without the attendant responsibilities then Indians should be encouraged to assume such responsibilities.
5. A receptive climate must be created in our dominant culture which will encourage Indians to take their rightful place in our nation.

#### The Extension of Provincial Services to Indians

With these principles in mind let us now consider some of the Federal proposals regarding the extension of Provincial services to Indians.

#### Comprehensive Approach

First of all, we would favour a comprehensive approach to the extension of Provincial services. We hope that any Master Agreement would include Education, Health, Community Development and Welfare as a package; however, failing this we feel that at least Community Development and Welfare should be handled together because of their complementary nature.

#### Standards of Service

We would assume that Canada would accept Provincial standards of service rather than attempting the nearly impossible task of unifying standards across all the ten provinces.

#### Timing

If, prior to the extension of provincial services to Indian bands, a policy of consultation is to be pursued then it also follows that we must be prepared to extend these services on a band to band basis rather than attempt to implement any agreement on a region-wide or province-wide basis.

## Cost-Sharing -- Welfare

### Financial Assistance Component:

The Federal proposals regarding the extension of Provincial welfare services to Indians with reserve residence includes a formula for cost-sharing which provides for a certain percentage of costs to be borne by the provinces. In Alberta's case this percentage, according to Federal estimates, is quite small; however, as a matter of principle we feel that we must question this proposal.

Indians in increasing numbers are now leaving reservations to take up residence on provincial or municipal lands. Unfortunately, and we may say this without any intent to assess responsibility, these Indians are poorly equipped to compete in our culture.

While the Federal brief refers to Indians as a "high cost" segment of our population, we wish to point out that this is equally true of Indians who have left reserves and as such it could be argued that the formula might well be applied to these off-reserve Indians who are largely unprepared to make their own way without special assistance.

In fact, Alberta will not pursue this line of reasoning. We are quite prepared to accept the additional expense of this off-reserve, high cost group and to extend to them every provincial service, including welfare services, on the same basis as every other citizen of the Province. We do this, realizing that these costs will be still further increased by the ever greater numbers of Indians who will leave the reservations in the future as a result of increasing population pressures and for other reasons.

The situation regarding Indians with reserve residence is somewhat different. Some provincial welfare services have been extended to reserve residents by agreements presently in effect and these services already represent some cost to us. We are prepared to continue and expand these arrangements in order to make more provincial welfare services available to reserve residents; however, in our view, the Federal Government should continue to assume full responsibility and all the costs involved in providing services to Indians resident on reserves.

Under the heading "Application" (page 4 -- section VIII-b) in the Federal brief, the phrase "Indians with reserve residence" is used in preference to the term "registered Indians". We would remind this conference that there are some Indian bands in Canada which do not have reserves (e.g. Cree band at Fort Chipewyan in Northern Alberta) but which are composed of treaty Indians who must be included on the Federal side of the cost-sharing ledger. Aside from instances of this type, we are prepared to accept the phrase "Indians with reserve residence" in the context in which it is used.



### Capital Costs

Alberta finds the cost-sharing recommendations described under the heading "Capital and Other Costs" agreeable, but we submit that a five-year period from the date of a Master Agreement is unrealistic -- especially if a program of consultation with Indian bands is to be followed.

### Cost-Sharing -- Community Development

We are in agreement with the items relating to cost-sharing in the community development fields. In Alberta we feel that questions concerning the selection of project areas (communities), the determination of the ratio of Indians to total population and other decisions which come under the heading of policy should be dealt with by our joint Federal-Provincial Co-ordinating Committee.

The Co-ordinating Committee should have a maximum amount of freedom to operate and should itself retain a maximum amount of flexibility in its approach to problems. Let us cite an example of the type of flexibility of approach which we have in mind. This particular problem has already been dealt with by our Co-ordinating Committee.

Canada and Alberta already have a tentative agreement regarding cost-sharing in community development project areas based upon proportional populations. When the town of Fort McMurray was discussed as a possible project area it was agreed by the members of the Co-ordinating Committee that this formula would be too burdensome to be feasible from an accounting point of view.

Fort McMurray was a small town at the end of the Northern Alberta Railway with a relatively small native population. As the Athabasca tar sand development is now proceeding, however, it was expected that a large number of Indians and Métis would move into this boom area in search of jobs. Considering the special nature of the area and the rapid population changes which would undoubtedly occur, it was recommended by the Co-ordinating Committee to the respective governments that a 50-50 cost-sharing arrangement be adopted in this case.

### Education

Items below refer to the numbered statements contained in the Federal education proposals received last week.

#### Item 1:

In Alberta, education is supported by a mill rate assessment of 26 mills on an equalized assessment basis applied to all lands and improvements. It is also supported provincially from income tax. Indians on reserves contribute to neither of these sources of revenue and for this reason we cannot accept a share of the costs of educational services as proposed although we are quite prepared under mutually acceptable circumstances to extend our educational services to Indians with reserve residence.

Items 2 and 3:

We agree that the present system of agreements between Canada and the many school boards is unwieldy and that a Master Agreement between Canada and the Province would be preferable.

Item 4:

We agree that Indians should be given a greater voice in educational affairs; however, we wish to point out that the attainment of this end will involve many legal complexities.

Item 5:

We agree in principle with the concept of a unified program of school supervision.

Item 6:

Again we agree in principle; however, as teacher training in Alberta is carried out by the university this item should be referred to that institution.

The Legal Jurisdiction over Indians and Indian Affairs

The legal authority for Canada to make laws in relation to Indians and lands reserved for Indians stems from Section 91 (24) of the BNA Act. The Provinces are constitutionally incapable of making valid laws in relation to these subjects.

It has also been the law of Canada for many years that Parliament cannot grant to the Legislature of any province the right to make laws in relation to any subject head reserved to it by the Constitution. Nor can the reverse situation occur -- i.e. no legislature can grant Parliament the right to legislate upon subjects reserved to the Legislatures.

Those two legal principles effectively eliminate any possibility of a "transfer" of jurisdiction over Indians and Indian Affairs from the Parliament of Canada to the Legislature of any province.

It has, however, been possible for Parliament, while validly legislating in respect of Indians, to make laws concerning education, matters and causes testamentary, welfare, commerce, land tenure and property holding -- all matters that ordinarily fall to be legislated upon by provincial legislatures. These laws are valid simply because they affect Indians only. In the complete absence of any Indian legislation whatever, provincial laws of general application relating to education, matters and causes testamentary, welfare, commerce, land tenure and property holding will all apply to Indians.

The question therefore arises how can the provinces take an effective part in the administration of Indian affairs if it is thought desirable for them to do so.

The answer is that it must be done by co-operation and agreement. Agreements of the sort envisaged already exist between Canada and some of the provinces in respect of education. Specific statutory authority for this exists in Section 113 of the Indian Act, but the lack of a similar authority in other fields does not mean that such authority cannot be obtained. This authority can be given by Order of the Governor General in Council, subject only to the terms of any relevant statutes that may already control the subject, and to the availability of funds if the expenditure of money is contemplated by the Agreement.

Agreements of that sort do not in any sense amount to a "transfer of jurisdiction". They are simply an example of the Crown in right of Canada employing a provincial agency to carry out its obligations and duties under the Indian Act. The obligations and duties are as defined in the Federal Law. Control would be retained by the Crown in right of Canada through such devices as the setting of standards, the right to inspect, the right to cancel out the agreement if found unsatisfactory, but above all, through the fact that authority to do anything at all comes from the agreement with the Federal Government, and not from the laws enacted by the provincial legislatures.

Hence, there is no transfer of jurisdiction--the province is being used as an agency for the accomplishment of a Federal objective.



DETAILS OF PROPOSED REGIONAL INDIAN ADVISORY COMMITTEES

Number of Committees and Selection of Members

- (1) Eight Regional Indian Advisory Committees will be established to represent Indians in the following areas: Maritimes, Quebec, Ontario, Manitoba, Saskatchewan, Alberta, British Columbia and the Yukon, and the Mackenzie District.
- (2) The members of each Committee will be elected by the Indian people from bands with common geographic, economic and social interests (in most cases, Agencies), Indian groups and Associations, and each Region will develop its own system for achieving as broad representation as is possible.
- (3) Regional Committees will be composed of from eight to twelve members, depending on regional conditions.

Prior to the election of the Regional Indian Advisory Committees, the fullest possible information on the function it will perform will be given to the electing groups. They will be told the type of items on which advice is likely to be sought and it will be stressed that the Federal Government is eager to have the advice of the Committees. Every effort will be made to impress on the Indian people the high qualities which their representatives should possess and the status and prestige that the positions will carry. The electing groups will be given adequate time to study all the implications before electing their representatives.

Purpose and Function

The Regional Committees will be expected to give advice and make recommendations on broad issues of policy, proposed legislation and federal-provincial agreements, the improvement of existing programs and the introduction of new programs. Matters submitted to them will be questions of substance and importance and their recommendations will be carefully considered. It is intended that the Committees will be vital organizations and will play a meaningful role in Indian Affairs Branch administration.

In general, the terms of reference will be the usual ones of any advisory group in that, although the advice and guidance of the Committees will be solicited and will be considered seriously, their recommendations will not be considered mandatory directives. However, steps will be taken to inform them of the results of their recommendations or advice. Furthermore, special efforts will be made through letters and visits to keep the members informed of relevant development in Indian Affairs administration that will increase their usefulness as advisors.

It is not intended that the formation of the Regional Committees will result in fewer discussions with Band Councils concerning Band affairs;



rather it is expected that the experience gained during regional meetings will increase the value of consultations between field staff and Band Councils.

#### Operation of Regional Advisory Committees

Regional Committees will meet when requested by the Minister, or by the Indian Commissioner for British Columbia and the Regional Supervisors with the approval of the Minister. One or possibly two meetings a year are planned. It is proposed that members will meet alone on one or two days before each formal meeting.

The members will elect a chairman from amongst themselves and at the first meeting a secretary may be provided by the Regional Office, if this is desired. At subsequent meetings, funds will be available, at the request of the Committee, to pay for secretarial services.

The functions of the Committees will be clearly defined in writing and will be explained to the members. These will include such items as the purposes of the Committees, duties of the Chairman and Secretary, term of office, the Band or groups that each member represents, the method of calling a meeting and drafting the agenda, and such rules and regulations as may be necessary to conduct the business effectively.

#### Travel and Maintenance

The transportation costs of all delegates will be paid and in addition they will receive \$15.00 a day while travelling to and from meetings and \$25.00 a day while attending the meetings.

Terms of Reference of Federal-Provincial Coordinating Committee On  
People of Indian Ancestry - Saskatchewan

- (i) Formulating policies concerning people of Indian ancestry whose social and economic conditions require study and action;
- (ii) the development of specific programs for the welfare of people of Indian ancestry;
- (iii) the encouragement and sponsorship of research into the affairs of people of Indian ancestry;
- (iv) maintaining contact with officials of the federal and provincial governments, and welfare, voluntary, and religious organizations to facilitate the exchange of information;
- (v) review of recommendations for initiation, modification or extension of programs involving federal and provincial responsibility;
- (vi) the mobilization and coordination of existing resources;
- (vii) the promotion of good relations between people of Indian ancestry and non-Indians.

FINANCING, INCLUDING CONSIDERATION OF THE SCOPE AND EXTENT  
OF PROVINCIAL RESPONSIBILITIES

Chairman's Introductory Remarks

"As I mentioned earlier, no topic is more fundamental to our discussions today and tomorrow, for the 1963 Conference defined the need for "Agreement as to appropriate and equitable financial arrangements" as one of the important long-range objectives. Nor is any topic more important, for unless we can reach basic agreement on this one, it is unlikely that our discussion on the remaining items on the agenda will prove very effective. This is a very broad topic and if you concur, it might facilitate our discussion if we initially examined it in relation to two questions:

1. Have the Provinces any responsibility to the Indians?
2. If so, what is its scope and extent?"

Federal Objectives

- (1) To have the Provinces recognize that Federal jurisdiction over Indians as effected by the British North America Act, is not inconsistent with the concept of an Indian as a citizen of the Province, to whom the Province has the same basic obligations as to its other citizens.
- (2) To have the Provinces agree that as applied to the extension of provincial services to Indians, this concept implies that the Provinces shall share in the cost of extending such services.

Federal Position

Question 1: Have the Provinces any responsibility to the Indians?

The Federal position is that the Provinces have responsibility and our arguments in support of this contention are as follows:

- (a) Provinces have the same basic responsibility to Indians as to other citizens, for Indians are citizens of the Provinces, not legal wards of the Federal Government as is popularly believed.
- (b) The jurisdiction over Indians vested in the Federal Government is an exclusive legislative jurisdiction, rather than all-embrasive, and is not inconsistent with the concept of the Indian as a citizen of the Province.
- (c) Indians, although granted certain tax concessions by federal legislation, in other respects contribute to the general revenue of the Provinces on the same basis as other citizens.

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- (d) That through their sharing of costs with the Federal Government in the categorical pensions field, Provinces have recognized some responsibility for Indians.
  - (e) That some Provinces have given recognition to the principle in other fields and extend services to Indians and Indian communities on the same basis as to non-Indians and non-Indian communities.
  - (f) That to deny any Provincial responsibility is to hold that the Indian is not a citizen of a Province--a position that is inconsistent in most Provinces with his right to vote in Provincial elections, and his obligation to pay provincial licence fees, sales tax and all indirect taxes.

Question 2: If so, what is its scope and extent?

The Federal position on scope and extent of Provincial responsibility is as follows:

- (a) The only limitations to the scope should be those that may be imposed by Federal legislation pertaining specifically to Indians.
- (b) Provincial responsibility should extend to:
  - (A) - providing full services to Indians who have established residence off reserves;
  - (B) - providing to Indians on reserves those services which normally fall within the jurisdiction and capability of a Province on the basis that
    - I - they will have access to the same range and standard of services that are available to other citizens;
    - II - the costs will be shared with the Federal Government, the Province to contribute at least that share of cost that it would incur if the recipients of the service were non-Indian;
    - III - if any provincial legislation discriminates against Indians or restricts their access to provincial services, it will be amended.



RESEARCH AND SURVEYS IN INDIAN AFFAIRS

During recent years increasing attention in Indian Affairs has been given to surveys and research in the belief that knowledge so gained can be of great assistance in planning new programs and in reassessing existing programs. The Department attempts to keep in touch with all research being conducted on the Indian of Canada, and to assist research in this field publishes a Bibliography of Research entitled "Citizenship, Immigration and Ethnic Groups in Canada", in which there is a section on Indian research.

The Department sponsors research programs in a variety of fields, including education, economics and social welfare and cooperates in the conducting of other research programs by provincial governments and other agencies.

Recent educational surveys have included standardized achievement tests throughout Indian schools, which were followed by a language research program in the Maritimes, where a need was indicated. This was followed by the development of a special language course and measurable improvement of pupils. Again, findings of a study of student attitudes on the Blackfoot Reserve are being utilized in the guidance of Blackfoot students. Just getting under way is a survey to be conducted over the next five years of the progress made by the Indian pupils beginning school in 1964. The Dominion Bureau of Statistics is assisting in the preparation of statistical forms suitable for this survey.

Continuing educational surveys are conducted into such matters as school accommodation requirements, teachers' salaries and similar matters. Again, in cooperation with the Dominion Bureau of Statistics annual research is carried out on the distribution of Indian pupils in Indian schools by age, grade, and sex, the promotion and non-promotion of pupils and the destination of pupils withdrawing from Indian schools. Data is used to measure progress and to identify problems.

Various socio-economic and marketing studies for Indian communities have been conducted in various parts of Canada. A recent major study concerns the economic situation and potential of inhabitants of the Blood Reserve, with regard to resources on the Reserve and employment possibilities in neighbouring communities. The study included (1) population analysis and projections, (2) inventory of natural and capital resources, (3) assessment of potential gross and net incomes of available resources, (4) assessment of the number of people that can be supported by these resources and (5) assessment of potential employment opportunities outside the reserve within commuting distances. Coordination of the study was undertaken by the Indian Affairs Branch with staff members of other federal and provincial government departments and a university participating.

Preliminary reports of the Blood study are in the course of circulation to the contributors for final approval. Copies also have been made available to the Blood Band. Included in the final report will be related topographical and resource maps.

In 1960-61 a study was conducted in Northern Ontario to inquire into the marketing conditions for fresh water fish and to advise on the marketing systems that would be most advantageous to Indian producers. This study was one of a series set up and financed under the interim "Ontario Fur Agreement", designed as a basis for policy for the development of renewable resources in Northern Ontario. Also included in the series was a socio-economic community study conducted by the Economics and Social Research Division of the Department of Citizenship and Immigration. Under the same agreement, biological studies of lakes in North-Western Ontario have been conducted.

A comprehensive survey of available resources on Indian reserves is currently being conducted by means of a questionnaire circulated to all Agency Offices. The aim is that this information should be readily available for reference in the administration of current programs and in the formulation of further development measures. The survey is now well advanced and it is hoped that all returns will be in before the end of the year.

In recent years a number of surveys have been undertaken concerning the availability of social services to Indians from federal, provincial and municipal resources. These have been useful in establishing policy with respect to the extension of local and provincial services to the Indians.

While research in specific fields has been extensive, what has been lacking in the past is an overall research program which would provide information required in establishing broad guidelines for future action. It is hoped this gap can be filled by the national Indian research project now being sponsored by the Department.

This two-year project announced by the Minister last December is under the direction of Dr. H. B. Hawthorn of the University of British Columbia with Dr. Adélard Tremblay of Laval University as Associate Director. Social scientists from universities and other institutions across Canada are engaged in the program as research specialists and consultants. A number of senior university students have been engaged to assist in the field work. The research will cover four major areas concerning Indians: economic development; advancement in education; responsibilities that exist at various government levels; and band councils and the development of self-government. Maximum cost of the project will be \$150,000. The University of British Columbia is acting as the administrative agency under contract with the Department.

Under the project field research began last May with the senior research consultant, Dr. Alan Cairns, calling on Branch Regional Offices in the Prairie Provinces and getting preliminary ideas of material available in the field. Subsequently, Dr. Cairns set up a summer research office at Branch Headquarters, looking into the Indian Affairs administrative structure and policy, the legal and constitutional status of Indians and federal-provincial

relations with emphasis on problems of devolution to the provinces. From time to time during the summer Dr. Cairns visited a number of Branch offices in the East.

Dr. Stuart Jamieson, the project consultant on economic development, also visited Branch Headquarters in the early summer to gather background material. He has since been working out of the University of British Columbia and has been receiving copies of the Branch questionnaire on Indian reserve resources for fifty selected reserves across the country.

A considerable amount of work has gone on this year in the field of education.

In Quebec Dr. Mac-Adéland Tremblay has visited schools and communities and talked with officials and specialists. Mrs. Polly Johnson, in northern Ontario, has been visiting a number of schools and communities to study the local setting that gives much of the meaning to education.

In British Columbia, Dr. Thomas Storm has had a team studying the motivations that enter into a child's achievement in school. Miss Joan Ryan has been concerned with the older child and with family and community support of education. Dr. Evelyn Ames, while at McMaster University, carried out some parallel work and is making the results available to the Project. The results of this year's work will be assessed and provide the basis for further investigation next spring.

Dr. Frank Vallée and Dr. Tom McFeat, social anthropologists attached to the project, have been supervising research into band council administration and the development of self-government, with local studies carried out on various reserves.

Latest reports from Dr. Hawthorn indicate that the research project is going well. It is expected that even greater progress can be made in the second year of research when the course of the project has taken clearer shape.

Recent research projects and surveys concerning Indians which have been conducted or sponsored by the Department of Citizenship and Immigration are listed in Appendix A. Other significant recent research is listed in Appendix B.



Recent and Current Research Conducted or Sponsored  
by the Department of Citizenship & Immigration

1. "Citizenship, Immigration and Ethnic Groups in Canada, a Bibliography of Research", prepared periodically by the Department of Citizenship and Immigration, with a section on Indian research. Vol. 1, 1920-1958; Vol. 2, 1959-1961; Vol. 3, 1962-1964.
2. "The Indians of British Columbia" by H. B. Hawthorn, C. S. Belshaw and S. M. Jamieson, University of Toronto Press and University of British Columbia, 1960.
3. J. E. Smith and R. E. Malpass, "The Determinants of Economic Dependency Among the Micmac Indians: A Sociological and Psychological Study", Mount Allison University (being carried out this year).
4. "First Western Canada Indian-Métis Seminar" - The Challenge of Assisting the Canadian Aboriginal People to Adjust to Urban Environments. Edited by G. K. Hirabayashi, Department of Sociology, University of Alberta and A. J. Cormier and V.S. Billow, Canadian Citizenship Branch. Seminar held on the campus of the University of Alberta on September 11, 12 and 13, 1962, 49 p.
5. "Blackfoot Adolescents and Their Non-Indian Peers": A Comparative Study by Henry Zentner of the University of Alberta at Calgary, to determine the degree to which Blackfoot Indian high school students differ from non-Indian students from the same general area and background.
6. "Commercial Fisheries in the Patricia District of Ontario", an economic analysis by M. J. Hyde, Ph.D. thesis, McGill University, 1963.
7. "The Canadian Indian in an Urban Community"

This study was completed in the summer of 1961, on behalf of the Community Chest and Councils of the Greater Vancouver Area, sponsored by the Citizenship Branch. In February, 1962, interested voluntary organizations agreed, on the basis of the study, that a Social Centre for Indians be established in the City of Vancouver. At the present time, efforts are actively underway to implement this recommendation.



8. "The Big Trout Lake Project"

This is a pilot study of the Big Trout Lake Band, and of the Indian settlement at Big Trout Lake, Ontario. It is a major field investigation oriented to the possibilities of economic and social development in this area, conducted under the joint sponsorship of the Indian Affairs Branch and the Ontario Department of Lands and Forests.

9. "Social Correlates of Economic Development"

This is an exploratory study being undertaken on social change related to the general problems of economic development of Indian communities.

10. "Role of Crafts and Cottage Industries in Economic Development"

This was a survey of the possible role of handicrafts in bolstering marginal income peoples.

11. "A Demographic Study of Canadian Indians"

This is an extensive survey of the implications of the Census of 1961 data with respect to the Indian people.

12. "Policies of Integration of Agencies Responsible for Canadian Indians" -- Blackfoot Reserve

Part of a larger study made by W. J. Morris.

13. "A Study of Factors affecting the Psychological Test Performance of Indian Children on the Caughnawaga Reserve"

This study was made by Dr. H.B.M. Murphy and a research team from the McGill Institute of Transcultural Psychiatric Studies.

OTHER RECENT RESEARCH

(For description of Content, see Bibliography of Research)

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