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# AGENDA

DISTRICT SUPERVISORS CONFERENCE  
CONFÉRENCE DES SUPERVISEURS DE DISTRICT

OCT. 29 - NOV. 1 1973  
EL MIRADOR MOTOR HOTEL, OTTAWA

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1973a

LIST OF PARTICIPANTS  
at the  
DISTRICT SUPERVISORS' CONFERENCE  
October 29 to November 1, 1973

DISTRICT SUPERVISORS - Indian and Eskimo Affairs Program

Maritimes Region

C.S. Thompson	District Supervisor	Nova Scotia District
J. Touchie	District Supervisor	New Brunswick District
D. Gourley	Co-Ordinating Officer Representing	Prince Edward Island

Quebec Region

Y. Savard	District Superintendent	Abitibi District
P. Champagne	District Superintendent	Montreal District
A. Blouin	District Superintendent	Pointe-Bleue District
F. Boivin	District Superintendent	Sept-Iles District
R. Taillefer	District Superintendent	Baie d'Ungava District
F. Marcoux	District Superintendent	Baie d'Hudson District

Ontario Region

D.R. Cassie	District Supervisor	James Bay District
P.J. Hare	District Supervisor	Kenora District
W. Reese	District Supervisor	Sioux Lookout District
M.P. Aked	District Supervisor	London District
R.M. De La Roche	District Supervisor	Kingston District
D.J. Borton	District Supervisor	Brantford District
G.V. Closs	A/District Supervisor	Manitoulin Island District

R.W. Readman	District Supervisor	Nakina District
W.K. Jackson	District Supervisor	Lakehead District
E.L. Levert	A/District Supervisor	Sault Ste-Marie District
J.R. Gover	District Supervisor	Georgian Bay District
A.J. Boisvert	District Supervisor	Sudbury District
D.T. Allan	Superintendent	Fort Frances District
	Superintendent	Bruce District

Manitoba Region

G.A. Brown	A/District Supervisor	The Pas District
W. Lesky	A/Officer in Charge	Island Lake Agency
J. Feely	Local Government Adviser	Manitoba
S. Malkowich	Local Government Adviser	Manitoba
B. Eardley	Local Government Adviser	Manitoba

Saskatchewan Region

S.C. Read	District Supervisor	Prince Albert District
J. Whitehawk	District Supervisor	Yorkton District
R.J. Lagimodiere	District Supervisor	Saskatoon District
W.A.S. Barnes	District Supervisor	Touchwood-File-Hills Qu'Appelle District
H.L. Hansen	District Supervisor	North Battleford District

Alberta Region

M. Kartushyn	District Supervisor	Blackfoot/Stony Sarcee District
P. Swartman	District Supervisor	Blood/Peigan District
J.H. Van de Voort	District Supervisor	Edmonton/Hobbema District
H. Gladstone	District Supervisor	Saddle Lake/Athabaska District

B. MacKenzie	Superintendent	Fort Vermillion Agency
R. Styra	Superintendent	Lesser Slave Lake Agency

British Columbia Region

W.R. Cooke	District Supervisor	South Island District
W.J. Easton	District Supervisor	Fraser District
A.E. Fry	District Supervisor	North Island District
V. Rhymer	A/District Supervisor	North Coast District
A.C. Roach	District Supervisor	Lakes District
J.L. Homan	District Supervisor	Thompson River District
J.N. McFarlane	District Supervisor	Babine District
R.G. Witt	District Supervisor	Bella Coola District
D.M. Hett	District Supervisor	Kootenay/Okanagan District
W.G. Robinson	District Supervisor	Terrace District
E.J. Underwood	District Supervisor	Williams Lake District
H.M. Browne	District Supervisor	Fort St-John District

REGIONAL DIRECTORS

R.D. Brown	Regional Director	Amherst, N.S.
R.L. Boulanger	Regional Director	Ste-Foy, Quebec
H.B. Rodine	Regional Director	Toronto, Ontario
W.C. Thomas	Regional Director	Winnipeg, Man.
O. Zakreski	Regional Director	Regina, Sask.
F.A. Clark	A/Regional Director	Edmonton, Alberta
L.E. Wight	Regional Director	Vancouver, B.C.
W.A. Gryba	Regional Representative	Yellowknife, N.W.T.
R.G. Kohls	Regional Director	Whitehorse, Y.T.

OTTAWA REPRESENTATIVES

Mr. P. Lesaux	Assistant Deputy Minister Indian and Eskimo Affairs Program.
Mr. R.M. Connelly	Director, Community Affairs Branch, Indian and Eskimo Affairs Program.
Mr. G.K. Gooderham	Acting Director, Education Branch, Indian and Eskimo Affairs Program.
	A/Director, Indian-Eskimo Economic Development Branch, Indian and Eskimo Affairs Program.
Mr. R.C. Tompkins	Managing Director, Policy, Planning and Research Branch, Indian and Eskimo Affairs Program.
Mr. E.T. Parker	Acting Director, Program Administration Branch, Indian and Eskimo Affairs Program.
	Acting Program Financial and Management Adviser, Indian and Eskimo Affairs Program.
Mr. D. Chatain	Head, Special Development Task Force, Indian and Eskimo Affairs Program.
Mr. G.E. Bell	Conference Co-ordinator, Indian and Eskimo Affairs Program.
Mr. V. Boulton	Conference Co-ordinator, Indian and Eskimo Affairs Program.
Mr. P. Cameron	Policy Planning and Research Indian and Eskimo Affairs Program.
Mr. J.R. Tully	Conference Chairman Indian and Eskimo Affairs Program.

WORKSHOP GROUPS

GROUP 1

C.S. Thompson	Nova Scotia	
Y. Savard	Quebec	
-	Ontario (Bruce District)	
D.R. Cassie	Ontario	
G. Brown	Manitoba	
J.H. Van De Voort	Alberta	
A.C. Roach	British Columbia	
R.D. Brown	Nova Scotia	Regional Director
L.W. Wight	British Columbia	Regional Director

GROUP 2

P. Champagne	Quebec	
P.J. Hare	Ontario	
R.W. Readman	Ontario	
B. Eardley	Manitoba	
R.J. Lagimodiere	Saskatchewan	
P. Swartman	Alberta	
W.J. Easton	British Columbia	
W.G. Robinson	British Columbia	
R.G. Kohls	Yukon	Regional Director

GROUP 3

A. Blouin	Quebec	
J.R. Gover	Ontario	
D.J. Borton	Ontario	
J. Whitehawk	Saskatchewan	
B. Mackenzie	Alberta	
H.M. Browne	British Columbia	
V. Rhymer	British Columbia	
W.C. Thomas	Manitoba	Regional Director

GROUP 4

F. Boivin	Quebec	
J. Touchie	New Brunswick	
M.P. Aked	Ontario	
E.L. Levert	Ontario	
W.A.S. Barnes	Saskatchewan	
H. Gladstone	Alberta	
W.R. Cooke	British Columbia	
F.A. Clark	Alberta	Regional Director
W.A. Gryba	N.W.T.	Regional Representative

GROUP 5

R. Taillefer	Quebec
R.M. de la Roche	Ontario
A.J. Boisvert	Ontario
H.L. Hansen	Saskatchewan
R. Styra	Alberta
J.N. McFarlane	British Columbia
R.G. Witt	British Columbia
J. Feely	Manitoba

H.B. Rodine	Ontario	Regional Director
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GROUP 6

F. Marcoux	Quebec
D.T. Allan	Ontario
M. Karfushyn	Alberta
E.J. Underwood	British Columbia
A.E. Fry	British Columbia
S. Malkowich	Manitoba
W. Lesky	Manitoba

O. Zakreski	Saskatchewan	Regional Director
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GROUP 7

D. Gourley	New Brunswick
W. Reese	Ontario
G.V. Closs	Ontario
W.K. Jackson	Ontario
D.M. Hett	British Columbia
J.L. Homan	British Columbia
S.C. Read	Saskatchewan
V. Boulton	Headquarters

R.L. Boulanger	Quebec	Regional Director
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DISTRICT SUPERVISORS' CONFERENCE  
October 29 - November 1, 1973  
AGENDA

Monday, October 29

Delegates arrive, check in and are invited to an informal hospitality room at 6:00 p.m. in main conference room

Tuesday, October 30

- 9:00 a.m. Informal meeting between ADM and District Supervisors in Main Conference Room.
- Branch Directors and Regional Directors meet separately
- 10:30 a.m. Coffee
- 10:45 a.m. Jack Tulley, Chairman, welcomes delegates
- 11:00 a.m. A concept of Local Government - A. Fry
- 11:15 a.m. Break into workshop groups to discuss the concept posed by Mr. Fry.
- 12:00 p.m. Lunch
- 1:30 p.m. Morning workshops continue discussions.
- 3:15 p.m. Coffee
- 3:30 p.m. Plenary session for all conference participants including the ADM, Branch Directors to hear workshop reports on their reaction to the local government concept posed by Mr. Fry.
- 6:00 p.m. Reception with Minister/D.M./A.D.M.
- 7:30 p.m. Dinner

Wednesday, October 31

- 9:00 a.m. Each workshop to choose from the 15 questions (Appendix A) and from any other questions which concern them in local government, three or four main problem issues and come back in plenary session with positive recommendations or further questions which need clarification from senior management.



- 12:00 p.m. Lunch
- 1:30 p.m. Plenary session to deal with morning workshops.
- Evening Meeting of Steering Committee to decide what direction the conference should take on Thursday morning.

Thursday, November 1

- 9:00 a.m. To be decided.
- 12: p.m. Lunch
- 1:30 p.m. Break into workshops to evaluate conference and make recommendations for follow-up.
- 3:15 p.m. Coffee
- 3:30 p.m. Plenary session to report evaluations and make recommendations.
- 4:15 p.m. Dr. Rowat gives short evaluation of conference.
- 4:30 p.m. ADM closes conference.

15 Questions Covering Problem Areas Outlined  
by  
Steering Committee  
for District Supervisors' Conference

1. What is the direction of the Department? Need for a definition of how accountability, responsibility and authority relate to the District Officers.
2. Role of the District Office in Band Local Government?
3. Definition of Local Government.
  - legal status of Bands?
  - problems of control
  - land problems.
4. How should a policy on local government be communicated?
5. Morale problems and staff training.
  - loss of good staff
  - staff uncertainty
  - councillors
  - 5-yr letter
  - recruitment problems
  - should we be recruiting?
  - review of classifications.
6. District Organization.
  - authority to hire, promote, increase salaries
  - delivery of services.
7. Manpower Planning Programs
  - career planning for staff
8. Should staff be phased out at the District Level, Regional level?
9. Motivation of staff to phase out.
10. Need for information about results of various local government "experiments".
11. Role of associations and their reaction to local government?
12. How to change the rules in light of changing programs?

13. Need for a policy regarding off-Reserve Indians.
14. What does Economic Development mean to communities in areas which cannot be viably developed?
15. Review of the present organization.
  - should Districts be phased out?
  - should the Regions be phased out?

In the following papers, the questions referred to by Quebec and Alberta are, those found in Appendix "A" attached to the agenda.

PAPER PREPARED BY QUEBEC REGION

QUESTION 1 -

The Assistant Deputy Minister.

QUESTION 2 -

- (a) Evaluation: Must exist through consultation and according to specific parameters in relationship to every band. These parameters must respect the existing differences in the Regions, Districts and in every reserves under these different Districts.

Pre-Requisite: Formal education, earlier and pertinent experience, pre-training, communication, isolation, and a value system, ie., degree of readiness.

- (b) Decision: Decision must be taken independently of any political pressures, personal opinion, etc., and by so doing should be final and based upon the evaluations presented by the Districts who would have proceeded according to what is mentioned above in (a).

- (c) Aftermath: I - Positive: The role of the District consists of supervision and of extending according to needs for an undetermined period of time, the necessary technical assistance so as to ensure total success of all or any parts of the program transferred to the local government.

II - Negative: To favour and intensify meetings of information and consultation so as to bring about the interest of the bands concerned about local administration. This should be done in such a way that the programs are accepted for what they are and not because of the amount of money available for them.

QUESTION 3 -

Band Council: This is the level of local organization which function is essentially political. The efficiency of administration is by that fact reduced because both entity (administrative and political) are incompatible to each other.

To meet with this major difficulty these two levels, political and executive, should be clearly separate and controlled by government regulations under the direct responsibility of the Department which is the fund lessor. (For example, the role that plays the Provincial Department in Municipal Affairs towards municipalities).

The control exercised by the local government should be exactly the same as the control exercised by any Department from one administrative level to another.

Presently, the Indian Act fails to note precisely the legal status of the Bands.

QUESTION 4 -

The goal would be for the Districts who are at the present the closest level to the bands, to transfer all policies, directives and regulations applicable to the bands. This transfer would imply the following problems:

- (1) the possible rejection from the Band Council;
- (2) the element of time and of the problem staff at the District level;
- (3) the necessary transaction (transfer);
- (4) the possibility of getting at different interpretation according to the different levels of readiness.

QUESTION 5 -

It seems that the absence of definite policies influences the morale and recruitment of staff. The different interpretation coming from the Department or Indian organization linked with the attitudes of certain Indian representatives who are acting in such a way that all powers have been conferred to them, bring about unstableness and uncertainty on the part of the personnel and also alienate certain possible candidates, (example, a Band Council Resolution asking the removal of an employee because of personality conflict).

At the level of the District, a disparity in job classification exists between the different branches leaving the staff of Community Affairs at a loss as to the other two branches. Community Affairs Branch must co-ordinate the transfer of programs and its supervision in as much as in education and in Economic Development.

Furthermore, it appears abnormal that the position of the District Supervisor is under classified when related to two other program directors who are under his direct responsibility.

QUESTION 6 & 7 -

In the present situation the services offered in the hiring, promotions, salaries, career planning, etc., are satisfactory. (These services are offered by the Regional Office)

QUESTION 8 -

Presently, it is definitely essential that the staff at the District and band levels be increased. This should be done in view of the definite phase-out which will occur in the very near future. The rate of growth at the band level must be respected. This increase in staff would be at the immediate services of the Indians and the Indian Bands while remaining the employees at the Department under the responsibility of the District. The man-years could be taken at the Regional Office and Headquarters from these positions which have become too bureaucratic insofar as the Departmental goal to render services to the Indian people is concerned.

It seems that excessive specialization and bureaucratic takeover are at an increase drawing away from the immediate goals and favouring misunderstandings as also confusion among many Indian people at the grass root level.

QUESTION 9 -

If we want maximum efficiency which the Indian people are entitled to, we should indicate a clear policy and recommendations for re-orientation and relocation of our personnel so as to re-establish job security and eliminate uncertainty. With this in mind, there should be more attention given to the personnel division at the Regional Office.

QUESTION 10 -

The best experiments are communicated quite rapidly at the Regional level and from one District to another. We should emphasize the reporting of any good or bad results so that all the districts may profit from it.

QUESTION 11 -

Presently, the role of the Indian Association of Quebec seems to us orientated towards consultation and information for its members. At the district level, we are not in the position to evaluate the reaction towards local government.

QUESTION 12 -

As for the administration of public funds be it by the bands or by the districts, the regulations for finance must be respected. If we must take exception, it is the role of our administrators at the senior level of our Department to make the necessary recommendations to Treasury Board. The changes of rules within the programs should be presented by the local government for approval and application. However, a margin should be allowed.

QUESTION 13 -

It seems that we are in a confused state for the Indians living off reserve. To this respect there is a need for a clear policy. This is true especially with education in Quebec.

QUESTION 14 -

Under the present policy of Economic Development, the only possible moves are in the development of small service industries which are viable in relationship with the present population and not according to the projected population of the different reserves.

QUESTION 15 -

This is already discussed in Question #8.



PAPER PREPARED BY ONTARIO REGION

Meeting  
September 11, 1973

PRESENT: M. Aked  
W. Rees  
P. Hare  
D. Cassie  
R. de la Roche  
G. Closs  
G. Porteous

THEME OF PAPER:

It is generally accepted that the current status of local government on Reserves and the method of delivery of Government services is inadequate. We feel there is a need for a firm legislative vehicle to remedy this inadequacy. How the present situation developed will give a brief resume of the events, historical, political, etc., leading up to the present.

HISTORICAL

The Royal Proclamation of 1763 guaranteed certain rights of Indians in regard to lands. The British North America Act of 1867 made Indian people the responsibility of the Federal Government. This was followed by certain treaties and the first Indian Act in 1876.

The above legislation provided for delivery of programs by the Department and was considered adequate at that time. While the act has been revised several times we feel the existing legislation does not now provide an adequate legislative base for local government, owing to the trust responsibility of the Department.

In support of this view, we find a large number of ad hoc devices being used by the Department to deal with arriving situations as they are brought to light by pressure groups, Departmental staff, and Indian people.

ORGANIZATION OF THE DEPARTMENT

The Department came into being starting with the appointment by the Crown of Sir William Johnson in 1755 as Indian Commissioner for Northern Colonies.

Over the years, there have been a number of internal changes or modifications in the Indian Affairs organization, all aimed at expediting the delivery of programs and services to Indian people, but these were not designed to accomplish the basic aim of Indian Affairs which is to help Indian people develop their local government. In fact, many have perpetrated too much of a paternalistic attitude.

## HISTORY OF LOCAL GOVERNMENT AS IT APPLIES TO INDIAN PEOPLE

Historically, the Indian people had their own organization, protection and services - warriors, hunters, traders, shamen. Then, starting with the army, various outside agencies took over these roles. The North-west Mounted Police took over the role of the warrior, the Hudson's Bay and other companies took over the role of the traders, white doctors and missionaries took over the shaman roles. Social assistance doled out by the Indian Agents robbed the hunters of their role. These completely broke down the independence of the Indian people and the services came from outside.

In the late 1950's and continuing through to the present time, Section 68 (now Section 69) of the Indian Act has been utilized to reverse this trend by handing limited authority back to the Indian people, although this authority has been handed back in a piecemeal, un-coordinated, and unfashioned manner.

### WHITE PAPER

Subsequently to a round of consultation with the Indian people, the Department released the white paper which proved indigestible. Indian people still see themselves, despite our genuine efforts, as rubber stamping Department programs.

### ACCOUNTABILITY

Indian Band Councils have been offered more and more authority and resources. The Department assumes that Band Councils are legal entities. Can they be so without being incorporated? Department managers are responsible for the resources being offered to Indian Band Councils who then have the authority to utilize these resources. However, the accountability for this use remains with the District manager who, under the present system has very little opportunity for control of this use. Legally, we are as paternalistic now as we were 50 years ago.

### PRESENT TIME

The present delivery system is inadequate for the development of local government and it is becoming even more ineffective due to the heated political atmosphere in which we function. Band Councils really can't function as the first level of government for Indian people because they don't have a legislative vehicle which would spell out authority, accountability, and responsibility. The administrators of the Department of Indian Affairs down to field level have become immersed inescapably in the political scene which does not make for effective monitoring of programs. The effectiveness of the resources delivered by this system is becoming weakened through political pressure. In addition to the above, there are situations where the Department has allowed the Indian organizations to usurp the role of the Band Councils.

It is strongly felt that the next step should be Indian Local Government legislation along the lines of a Municipal Act for Indian Reserves parallel with Municipal legislation. These acts would define the authority, accountability, and responsibility of the Band Councils and would separate political and administrative roles. We recognize that Indian Organizations have a role to play, but question that they should function in the area of program delivery particularly when they may not be responsible in any measure to the local Indian government. The present system of supplying extensive core funding directly to Indian organizations, if changed to indirect funding through local Band Councils, would ensure better representation of the Indian people.

Only following these legislative changes, can we begin to plan changes in the Departmental organization which we feel will involve a shortening of the lines between the Indians and Ottawa.

In this organization we can foresee a reduction in the number of levels sharing this responsibility, both vertically and horizontally, and it is strongly felt that the majority of Indian Affairs staff should be where the service is needed, that is to say at the field level.

PAPER PREPARED BY MANITOBA REGION

THOUGHTS FOR DISCUSSION RE: DISTRICT SUPERVISORS CONFERENCE - OTTAWA

(Re: L.G.A. Meeting - Winnipeg)

1. Fallacy of programs, eg.: Change of Band Managers. Change of Chief and Council, etc.
2. No teeth in programs, eg.: Lack of financial accountability and control, no provincial or municipal acts, change in legislation of Indian Act required.
3. Who determines when Bands are ready to manage programs - should we or just bands.
4. Where do Indian organizations fit in?
5. Election Act - changes required to ensure continuity.
6. On-going training for Chief and Council required in all aspects of local government.
7. How does an L.G.A. measure his performance?
8. Local Band politics in Band Management - can it hinder, and does it?
9. Have we created many of the bands problems by giving somewhat over-enthusiastic programs that bands were not ready for?
10. Methods of funding (Core-funding, one-pot), what is best - is present system good, bad or indifferent?
11. Bands should be able to negotiate directly without going to Ottawa for approval, eg.: Local Developments, Tourism, surrenders, etc.
12. Salaries for Chief and Council?

C.A. Brown  
District Supervisor  
Thompson District Service Centre  
Thompson, Manitoba.

PAPER PREPARED BY ALBERTA REGION

LOCAL GOVERNMENT

General Comments:

- 1) There has been considerable evolvement of basic local government units under the existing programs and although adequate preparation for the Band's assumption of many facets of their Administration did not take place, the experience which they have gained is measurable and yet not totally adequate to assume complete and effective control at this point;
- 2) There must be a real power shift. This administrative power now rests chiefly at the Regional level. The delegation of this decision-making authority from HQ to the Region has been taking place, but is not complete in that the goals of decentralization set several years ago have not been fully achieved. This decentralization must now see the decision-making process passed on to the Districts and then to the Band Councils and Staff. It has been proposed that Councils be given authority which has never been vested in the District Supervisors as yet. I do not feel the District can prepare councils to use this authority which they themselves have no experience with'
- 3) We agree with the phase-out of the Regional Office and the subsequent build-up of the District Office. This is the only sure and expedient way to guarantee the decentralization of the decision making authority to the District level. This authority can then be injected to the local government unit at the Reserve level and the patient observed clearly so as to determine the correct dosage. It is becoming increasingly difficult to follow the advice, interpretation and instruction of the Regional Office when these seem to have no support of the Indians and HQ in many cases;
- 4) People who maintain that Indians should not conform in any way are being very dishonest. Indians have expressed a desire and a need for many things inherent in the mainstream of Canadian society. The attainment of these things is possible only if certain criteria are met and although a good deal of flexibility can be maintained to safeguard against any undue erosion of the Indian culture, it must be recognized that most modern aspects of Band Administration are foreign to the "Indian culture". This being the case Bands must follow guidelines acceptable to the Canadian taxpayer;

- 5) The basic problem is that the Band electorate do not hold the Band Officials responsible to the degree that efficient local government is maintained. The reasons for this may be:
- i) The electorate lack sufficient understanding of the complexity of the Band Administration and Department Programs;
  - ii) There is insufficient communication between the Council and the Band membership;
  - iii) Band Councillors and Staff are often not capable to perform the required duties effectively and the electorate do not relate how this deficiency will affect them as individuals living on the Reserves;
  - iv) The language and educational level aggravate this situation;
  - v) Common public apathy is a factor and the defeatist attitude common among Indian people also affects the situation negatively;
  - vi) Jealousy and it's reprocessions, which is common among poor groups, causes many individuals to shy from direct involvement;
  - vii) Personal interest - the electorate like any, are easily satisfied by "hand-out" gestures which profit them directly as individuals;
  - viii) The truth is that the average electorate does not possess the knowledge to judge the performance of this elected Band Officials. This lack of information and understanding is also reflected in every other facet of individual and reserve development.

We must change some of the precepts and values of the individual in order to have him appreciate and take advantage of some of the many opportunities that he is or will become interested in.

Accepting that this is the basic problem we are faced with these alternatives:

- 1) Do nothing and hope that time and experience will rectify this situation. This alternative accepts the fact that the current level of leadership training and community development programs would be maintained; however, it is felt that many years would be required to produce any measurable success and in fact the damage recurring during this time might be irreparable and outweigh any positive advancement;
- 2) The Department could impose and enforce administrative conditions to ensure more effective Band Management. This could include financial accounting regulations, which were more strict than those presently in use. Qualifications and performance ratings for Band Officials and Staff could be laid down by the Department. It has been suggested that Department auditors should be retained for Band audits rather than the Band engaging these auditors.

These measures could have a beneficial effect on the short term basic; however, whether or not they would effectively solve the basic problem of the electorate failing to demand efficiency is doubtful.

- 3) To launch a massive effort to educate and electorate and thereby accomplish a situation in which they effectively hold their local government unit accountable to a standard developed. This program would have to accelerate the development of the individual and motivate him to set the informed criteria for electorate judgment.

It is felt that the third alternative offers the only real long range suitable solution. Many of the problems could be overcome using such modern methods as Video Tape Recordings. In some cases, Native Orthogriphies would have to be taught. Local and canned T.O. transmissions hold great possibilities. The whole concept is based on the opinion that no one can make sound judgments without possessing the information and the understanding relative to the problem. A man cannot for instance decide what type of vocational training he wants to take when he has no understanding of the overall situation such as the conditions prevalent in the labour field, social structures, off-reserve future opportunities in each particular field, economic considerations, etc. He should not be asked to decide before he has been sufficiently briefed. This is what the electorate of the local government is being asked to do. What we need to do is "brief" Mr. Average Band Manager as quickly as possible so that he can begin to assume his rightful role as the defender of a desired form of democratic local government geared to the peculiar needs of his Band and yet capable of accounting to the electorate and the government.

#### Stages of Development

Awareness;  
Education;  
Motivation;  
Organization (Community support essential); and  
Implementation.

Indian Associations (Alberta Native Communications Society), (Alberta Indian Education Centre), (Community Colleges), could contribute immensely to the education of individuals on the Reserve to a point where proper judgments could be made.

In reply to the 13 questions posed in Ottawa, the first five questions are answered in the general comments.

- 6) Morale problems, staff training, staff loss, staff uncertainty, five year phase out, recruitment problems and classification descriptions - General comments of the Alberta Region - Once definite policy is set as to which way the Department is going, a definite effort should be made towards staff training for

alternative employment which will avoid staff loss and staff uncertainty. In classification it is felt that we should get away from the WP series to reclassification to PM series, if at all possible, and it will make it easier to transfer to other Departments;

- 7) District Organization -  
It is generally felt that the District Organization should stay as it is at the present time. It is felt that more expertise should be provided by the District by decreasing the staff in Regional Office as a slow phase out of the Region;
- 8) Manpower Planning -  
This should be covered by personnel through retraining;
- 9) Staff phase out rather than elsewhere -  
We have talked about staff phase out which goes mostly in slow phases. Enough time should be given to the people involved to look for jobs in the same category as they are now occupying in other Departments and for people working as Relocation and Employment Counsellors - a transfer to Manpower. Education Counsellors, who are mostly teachers, could be placed in either in federal schools or in the provincial system.
- 11) Information General - Blue Circulars -  
If Blue Circulars are written in an understandable language for Indians, then it should be continued;
- 12) Role of Indian Association - Relation to Local Government -  
This should be left up to the Indian people to decide.
- 13) Policy for off-reserve Indians -  
As it pertains to Indians on Social welfare it should be the responsibility of the Provincial Government on a charge back basis to the Department of Indian Affairs and Northern Development. Housing policy should stay the same. In regards to work opportunities and education - just like any other citizens of the province.
- 14) Community Affairs Organization -  
It is felt that the Social Services should be divorced from the Community Affairs Organization as it pertains to the Province of Alberta in view of the attitude of the Provincial Government as it stands today towards this program which districts the social worker from the job on the reserve into the town situation which creates and separates social services from the province by Indian citizens in this province. It is also felt that this should be just like the provincial provincial program - an open-ended program with direct billings to Ottawa, rather than local budget as it is impossible to produce any future minimum or maximum budgets;



- 15) What should organization be: Should Regional Office phase out? Should District phase out?  
It is the general feeling that the Regional Office should slowly phase out with more expertise provided by the Districts and the Regional Office should exist only in an advisory capacity or liaison to Ottawa. The Districts should exist as they are now until such time the local government of the Indians in all areas are at the same level and after discussions with the Indians involved, possibly three Districts could take place of the six existing now and divided in areas of Treaty 6, 7 and 8. The general feeling of the total organization is that the Regional Office should phase out rather quickly with two directorates - one for the west and one for the east, headed by a Director who is also an ADM and people under him who should be working as directorate coordinators for Community Affairs, Engineering, Economic Development, Social Services and Finance and Administration;
- 16) What about the land claims and their influence? What about the Lavall Case? The land claims have the full attention of the government and the outcome is quite difficult to see and the consequence, it is felt that the land matters at the REserve level should be served better as we are paying now only lip service. The Lavall case has just been decided by the Supreme Court of Canada and the final directive has not been received from HQ's as to the consequence;
- 17) Greatest problems existing in delivery of local government - The program in the Province in Alberta Region exists that all funds for grants to Bands program for fire equipment and fire fighting policy and Band training are allocated in Regional Office and they should be made available to the Districts so that the Districts at the beginning of the year can, on the wishes of the Bands in the District, distribute the money and set up the necessary course on policy as needed in that District in accordance with the wishes of the Indian Council;
- 18) What about area concept? Two Districts in one area?  
We would like to refer you to 15) This is the general comment also and the question was phrased in Ottawa from the District Supervisors as they could answer in the short time allotted.

PAPER PREPARED BY BRITISH COLUMBIA

The District Supervisors of British Columbia Region wish the conference to spend a full day in discussion and exploration of a suggested option in the relationship between government at Band level and the Federal government which would represent a genuine departure and breakout from the traditional intimate administrative relationship.

The suggestion is made because we believe that the assumptions which grow out of non-Indian experience in local government do not necessarily apply and that merely to improve on the existing notions about self-government represents no more than, at best, trying to do a better job of the same old approaches which have not in fact succeeded.

The essentials of the suggested option are these:

1. Local government at the Band level will be free to choose the option or to continue to have Departmentally defined programs administered to them.
2. A Band that chooses this option will request and receive funds based on objectively determined criteria and bearing a base relationship to the present cost of services including delivery to that Band and will include both O & M and Capital requirements.

The formulae will be broad in scope to provide for a wide variety of situations but the measurements prescribed will be objective, removing the necessity for administrators to make judgements which are then subject to continual appeal by the political route.

The intention is that funding levels should be adequate and arrived at by a process which is defined, clear and objective so that a continual process of lobbying is not necessary.

We recognize that determining the measurements will require detailed study and must finally be settled between the two levels of government at the political level.

Once the measurements are settled however, the advantages and hence the necessity for ad hoc lobbying will be largely removed.

The funding formulae will also include some matching dollars available only when a community raises funds locally. This incentive will be substantial and will make the generation of local revenues highly attractive.

3. If a Band takes the option in total, the total of the funds for which the Band is eligible will be turned over to the Band.

4. The senior government will not prescribe in any respect what capital work is to be undertaken -BUT THE DEPARTMENT WILL UNDERTAKE NO PROGRAMS FOR THE BAND, NOR PROVIDE ADDITIONAL FUNDS FOR CAPITAL WORK FOR WHICH PROVISION HAS BEEN MADE.
5. Bands taking the option are completely free to determine what programs to administer or not to administer and to define those programs for themselves. The application of the measurements for determination of funding will result in sufficient funds to provide the basic services which local government in Canada is considered to have an obligation to provide. BUT THERE WILL BE NO INSISTENCE THAT SUCH PROGRAMS OR ANY PROGRAMS IN FACT BE PROVIDED.

WHAT IS DONE WITH THE FUNDS IS AN ISSUE BETWEEN THE LEADERS IN THE COMMUNITY AND THE PEOPLE WHO CHOOSE THEM.

6. Further funding will continue on the basis of eligibility and will be transferred in total.
7. A staff group entirely separate from the present program administering organization of the Department will receive applications from the Bands, apply the measurements, determine funding levels and provide any necessary explanations to the Band.

TO BANDS CHOOSING THE OPTION THE DEPARTMENT WILL NO LONGER BE A PROGRAM ADMINISTERING ORGANIZATION.

8. The present administrative structure will continue in existence for those Bands who wish to continue receiving Departmentally determined programs but we expect that as the advantages of the option become evident the program administering function of the Department will wither.

This option is suggested in the belief that Bands are entitled to funding from the federal government in an amount sufficient to meet the costs of services and the management of the affairs of the Band that would be sufficient if the Band chose conventional programs and approaches but that eligibility should not be conditional on carrying out prescribed or pre-agreed programs.

Indian Bands are unique in the historical context. They are entitled to basic funding WITHOUT THE PARAMETERS WHICH ARE USUALLY ASSOCIATED WITH THE TRANSFER OF FUNDS FROM A SENIOR GOVERNMENT.

The absence of these controls restores to the Bands the total responsibility for their own affairs and accountability becomes a matter between the people and their leaders, not between their leaders and the administrative arm of a federal department.

The suggested option provides a means of destroying the too intimate administrative relationship which now exists between the Department and the Bands and which as long as it exists will prevent local government at Bands being anything more than an administrative extension of the Department.

DISTRICT SUPERVISORS CONFERENCEOCTOBER 30, 31 & NOVEMBER 1ST, 1973FOR DISCUSSION PURPOSES ONLYSUBMITTED BY SASKATCHEWANS T A F F

Staff within the Indian Affairs and Northern Development Program are being subjected to stress, fears and apprehensions not common to most Departments within the Federal Government. We recognize that this may be expected due to the development roles and aspirations of Indian people. However, staff at any or all levels are bound to be uneasy when working in this environment. Thus, the Department must take steps to establish programs to allay these fears, since it is not unreasonable for staff to expect a degree of security in their employment. This staff security or confidence is difficult to maintain in the face of what the Department has said on occasion, for example - What incentive is there for staff to knowingly and willingly work themselves out of a job? How can you convince anyone with any intelligence that he can build a career for himself with Indian Affairs by working himself out of a job. And, what Indian people are saying and doing almost on a day to day basis, for example - The recent advertisement for a Regional Director for the Saskatchewan Region, initiated by the Federation of Saskatchewan Indians.

C O R E F U N D I N G

We are aware that the matter of Core Funding can be considered from many points of view, that is, is it a requirement of the Treaty, are we now keeping the Treaty, will this tend to present a precedent, etc. From our point of view we consider the Department should not relate the Core Funding proposal to a requirement of Treaty (though it may be), but simply look at it from the point of view that it is required in order to enhance development at the Reserve level.

In past years I.A.B. conducted all the work relating to the Band and the Chief and Council were simply a figure head that sanctioned the things I.A.B. were doing or planning to do. Today this is not the case and it often becomes rather embarrassing when we see a Chief, in particular, work long and faithfully for his Reserve and yet not be able to receive reasonable remuneration. The District Supervisors should be pressing for action in this program.

### INDIAN ASSOCIATIONS (Provincial & Federal)

We believe it is fair to say that Indian Affairs Staff with this Region consider that the Federation of Saskatchewan Indians is possibly the most positive and progressive association in the country. Nevertheless, the association does contribute to certain fears and apprehensions. It seems imperative to us that the Government of Canada define, with the help of Indian people, the role, authority, responsibility and accountability of Associations, and that this be made known to staff. We believe this is important if the much talked of partnership concept is to function and flourish effectively.

### ACCOUNTABILITY & RESPONSIBILITY

Since the introduction of Local Government in this Department, there certainly has not been any acceptable clarification as to who is responsible for the accountability for the spending of funds and for the success and direction of the programs. The accountability and responsibility must be going in two directions; first towards Band Membership and second to the Department supply funds.

### ENFORCEMENT OF REGULATIONS

There is a genuine concern about the enforcing of regulations. When Reserves apply for programs and indicate a willingness to meet certain terms and conditions and when these are not met, District Staff are sometimes reluctant to take appropriate enforcement action because there have been instances when enforcement is undercut by more senior people within the Department and Indian Associations.

BAND STAFF INSECURITY

There is a feeling among Band Staff of job insecurity. Very often Band Staff have been employed with very little thought given to job description or in advertising a position so it can be filled on a competitive basis, and often staff are chosen for political reasons rather than for the natural abilities they possess to carry out the duties of their positions.

REGULATIONS & ACTS

Our present Financial, Administration and Personnel Regulations, which govern Local Government, do not hold the same importance as the Indian Act.

WHO IS RESPONSIBLE FOR DISTRICT  
ADMINISTRATION

Why does Headquarters feel the need for creating District Positions with a reporting relationship direct to Regional Offices, that is, FI3 and CO2 positions? Is the District Supervisor being relieved of his responsibility for co-ordinating Economic Development in his District? Is the District also being relieved of its responsibility for teaching financial management and accountability to Bands? These positions add considerably to the demoralization of staff within a District. We now have an EDS3, an EDS2 and a CO2 at the District who are rated substantially higher than the District Supervisor. We will also have an FI3, rated equal to the District Superintendent of Community Affairs and substantially higher than the District Finance & Administrative Officer. In our opinion, the former positions have less responsibility than the District Supervisor and the latter certainly has less than the District Superintendent of Community Affairs or the District Finance and Administrative Officer. Why the discrepancy in classification and pay?

SOCIAL ASSISTANCE PROGRAM

See attached report.

FOR DISCUSSION PURPOSES ONLY

SUBMITTED BY SASKATCHEWAN

WELFARE SERVICES IN LOCAL GOV'T

(WHO IS RESPONSIBLE?)

While it is not our purpose to provide a detailed description of the problems facing both the Indian Affairs Department and the Indian Reserves, this short report is merely to provide a helpful context for discussion of Indian Welfare Services to indicate some of the serious problems that exist and to find ways in which to correct these administrative problems before Local Government as we understand it can honestly develop and grow in order to have any significant meaning and success to both the elected Band Council and above all, the grass roots people. We all remember the first introduction of Local Self Government in the mid 60's, then called "Grants to Bands". We also remember that in order for a Reserve to have an administration grant it was very necessary for them to take over the administration of many of the programs from the Department in order that 10% of all programs would sufficiently warrant a large administration grant.

One of these programs which the Bands took over (they took over the administration of program they tell us, but not the responsibility or accountability) was the Social Assistance Program and more recently in 1973, we turned over to a specific Band in Saskatchewan, other Welfare Services such as: Child Care, Rehabilitation, Adult Care, Foster Care and others. Before identifying some of these problems and concerns that we have in Saskatchewan, let us first look back to the years when Indian Affairs Branch was responsible for the administration of the Social Assistance Program (not to mention the other Welfare Services the Agencies administered, but for the purpose of this report we will deal only with the Social Assistance Program), we must admit the Indian Agencies in those days did not have qualified staff to administer the Social Assistance Program, nor did they make sufficient time necessary to effectively review and administer the program equal to the Provincial system. The Field Officers (known as Assistant Indian Agents) were hired as doers and generalists, and are basically hired today for the same purpose when they should be hired as consultants and advisors. They were called upon to do all sorts of assignments and duties, besides trying to perform their roles as Social Welfare Officers. Their duties may not be too much different today in some Regions or Districts, the only noticeable difference is that they no longer are responsible for the administration of the Social Assistance program - it is now administered at the Reserve level.



When the Agencies were responsible for the program, it was usually a trying effort and nothing more; interviews with Welfare clients were usually held through the port-hole of a car window and other public places like the Band Hall, with half of the reserve residents in attendance, hearing individual cases and if time did not permit to hold a constructive interview a relief voucher was issued to make the visit or interview short. Okay, we will admit, the Agencies in those days did not do justice to the Welfare Program, but there is no reason why this Department should continue to provide a low standard of Social Service through the Band Local Government Office. There is certainly no noticeable difference or improvement in the way the Indian Affairs Branch administered Welfare as compared to what the Reserves do now. We all know that it is the aim of this Department to place as many programs as possible into the hands of the Bands who wish to take on the administration as quickly as possible and in order to comply with this policy, local Districts have been recommending the take-over of programs by Bands such as the Social Welfare Program, with reasonable and adequate preparation and safeguards such as: Training on-the-job, training for Welfare Administration, reviewing and studying Welfare Acts and Regulations; but even after all this preparation there is still no guarantee that the Welfare Administrator will discharge his duties.

We have listed some of the disadvantages we believe cause either the slow "deterioration" or lack of progressive development of Local Government on Indian Reserves:

- (1) Social Assistance is used as a political tool to ensure that power remains with those in power.
- (2) The Welfare Administrator is an employee of the Chief and Council, he gets his pay through the Band Office and he also takes his orders from the same place, yet it is the District Office who is held responsible for the Welfare Administrator's performance in relation to Welfare expenditures and administration. Without direct District responsibility it is impossible to ensure proper handling of caseloads and proper accounting of Welfare dollars.
- (3) There is a constant clash between Indian Affairs staff and Bands who feel that Department efforts to provide a progressive consistent service within Welfare Regulations are interfering with management of the Band. At this present time it is necessary to correct irregularities after they occur. It is also necessary for Department staff to spend a large portion of their time acting as policemen rather than moving into a more constructive Social Services Program.
- (4) An Administrator's impartiality in applications of regulations may be subject to various pressures owing to his necessarily close relationship with other Band Members.

- (5) Band Council administration of assistance restricts the confidentiality of an individual's application and his family circumstances.
- (6) Indian Affairs not only tolerates, but appears to encourage misuse and waste of Government money by the present setup, and as stated before, politics appears to be the deciding factor more often than social need.
- (7) Little rehabilitation or follow-up counselling can be done by Welfare Administrators who are frequently poorly informed about legislation of off-reserve resources.
- (8) Band Welfare Administrators appear to lack a clear understanding of the purpose of Social Assistance, that is, to provide needy people with a minimum level of health and decency. A good program of Social Assistance is too frequently interpreted as the provision of a little financial help an individual can get away with ostensibly, to keep relief costs down and discourage dependency or grant more relief when obviously the need is not justifiable and dependency will terminate sooner.
- (9) Band Welfare Administrator's refusal to permit an audit of case files by competent District Staff - the assumption is that Indian Affairs does not trust their ability to administer the Welfare Program.
- (10) Provincial Association(F.S.I.) usually called in when Indian Affairs is in the process of taking back the Social Assistance Program from Reserves where there is obvious mismanagement of the program.
- (11) Workshops and Training Courses aimed at improving, reviewing and updating the Social Assistance Program usually not attended by Welfare Administrators who could benefit the most.
- (12) Elected Band Councils and Band Members too pre-occupied with the idea of not "what Local Government can do for me", but rather, "what amount of Social Assistance is available to me" (Refer to No. (1) above.)
- (13) Band Welfare Staff usually changes when office of the Chief and Council changes at Band elections, requiring the retraining of a new Welfare Administrator which usually takes anywhere from 6 months to a year.
- (14) Welfare Assistance costs increase during Band elections.
- (15) Welfare dollars used to finance a host of Band activities and committees such as: sports promotions, trips and other functions where there is no other source of funding.

These are some of the disadvantages we believe prevent the advancement of Local Government. It must be understood that both Region and District have made genuine efforts to correct any mismanagement of the Welfare Program, knowing the program is difficult to administer at best. In the Provincial setting, we find that they were accepted by the Municipalities yet later handed back to the Department of Social Services. Generally speaking, we believe the reasons were obvious. We believe those same reasons are valid as it relates to the Reserve situation, that is, politics, favoritism, misuse and cause of dissension with the community. Therefore, if this proposal were accepted, it is necessary for Indian Affairs to plan for the proper administration of the operation and to start assessing staff requirements so that this may be accomplished. If the core funding program gets off the ground, the Bands will certainly be in a position to have an effective administration at the Reserve level and yet refrain from accepting responsibility for Welfare. We believe in Saskatchewan Indian Affairs Branch should foster this type of thinking.

## THOUGHTS ON LOCAL GOVERNMENT

### Northern Reserves

Socially, the settlements can be characterized on two levels: First, insofar as the people in the settlement are Indians, and secondly, insofar as they share social characteristics common to most small northern communities.

On the first level, it must be noted that the people of the northern reserves have just emerged from a semi-nomadic way of life. Even though they now spend most of their time on the reserve, they retain many of the characteristics of the older way of life - a tendency to focus their loyalties towards family groups, non-comprehension of such refined inventions as schedules, multi-level variegated governmental structures and long-range deferred benefits. Among the older people, there is a strong affinity for the land coupled with a fear of the larger centres of the mainstream culture.

The tendency to divide into close family groups derives from the fact that during their nomadic stage, they hunted and trapped and travelled in extended family units. At no time did they evolve a more complicated structure such as one might find in some southern Indian groups. It is only recently that they began to conceive themselves as a large group of people and to form communities of many family groupings. Thus the stronger ties of loyalty and affection are still given to the extended family and I think that many of the Indian people still class themselves first as members of the family and second, as members of the settlement. Needless to say, this has a strong adverse effect upon the development of a community consciousness and subsequent change. While the people probably understand intellectually a more complex social organization, they have a great deal of difficulty comprehending how it could affect them, or even what sort of changes would occur if they were to embrace it.

This low level of perception can have far-reaching effects on the life of the settlement. Such things as not showing up for work or for meetings on time, an act that would be considered sheer irresponsibility in a white man, are simply the manifestation of a consciousness which lacks comprehension of the importance that whites place on this categorization of time - which in itself arises from a more complex

form of social behaviour. It also necessitates development work which will fit into the existing loose structures and gradually induce change by demonstrating change only comes about if there are comprehensible benefits.

On the second level of social characterization, what immediately appears is the generation gap between the young adults and the adolescents, who have been to school, and the older people who have not. The younger faction has a better appreciation for the stimuli of town or city life and tend to wander back and forth between, living at home when they have no money and then moving around working where and when they can get a job. They seem to hold the older people somewhat in contempt as anachronisms, with very little awareness of life outside the settlement but the young people still engage in the traditional way of life when they feel inclined. The older generation, typically, are somewhat confused but appear to accept the odd style of life of the children. They are probably divided in their opinions as to the value of education - on the one hand almost revering it as a passport into the white man's world and on the other, resenting the concrete intrusion of the school in their former free lives.

What is particularly noticeable in most of the northern settlements is that in a lot of cases, the culture reflects much of the urban skum or skid-row areas. There is the same emphasis on sharing goods, but not money, and equally in sharing lives. Visiting appears to be the most prevalent form of amusement. There is a heavy emphasis on alcohol as a social catalyst - the people drinking to get drunk. Perhaps this is out of the desire to anaesthetize themselves to the harsh way of living or, more likely to find the necessary escape from inferiority. While many of these social activities are admittedly destructive of initiative and, more often than not, end in violence, there is on the other hand a rich feeling of warmth and closeness that pervades the settlement. No one is a stranger or remains one for very long and the fights and bad feelings are soon forgotten.

In many cases, the people can be characterized by a very low level of confidence and an extremely poor self-concept. There is however, an almost schizophrenic reversal to ebullient self-confidence and enhance energy when they are engaged in some activity out in the bush. There is an obvious explanation for this since when they are in the bush, they are 'at home', where their culture becomes important and where at the very least, they are the equal of the white man; and in most cases, his superior.

There is a basic pattern of development in small communities which, generally speaking, I have found reasonably successful. First, and most important, needs should not be judged from a culturally biased viewpoint. This is a particularly easy trap to fall into, since most developers come from a milieu embodying a much higher standard of living. There is always that instant urge to upgrade standards of cleanliness, housing, education, food quality, etc. and the other sensitive areas of the mainstream culture. However, if the need is prejudged, and a concerted effort on the part of the developer to fill it, he will encounter what appears to be a mercenary or greedy attitude on the part of the people. They have seemed to develop, even in short time, a cynicism borne out of the continued efforts to "help" them, carrying with it the implicit condemnation of their life-style and culture. This attitude will eventually dwindle to agreeable apathy in the face of demands that "they help themselves" even in part. In the end, nothing will be accomplished but further alienation.

People will express needs that concern them personally or collectively only when they feel that they will not be judged by the person willing to help them. In short, they must trust the developer. Once trust is established, they will accept the advice, but, only when they ask for it. Their needs, as they see them, may be totally alien to the developer. Where he is concerned about how to make a council function, their prime concern may be getting the community hall ready for a Christmas dance.

Secondly, if an attitude of self-help is to be encouraged, the responsibility should be placed as firmly as possible on the peoples' shoulders, for their own welfare. To quote an old community development maxim, "Do not for others what they are well able to do for themselves." Techniques of dialogue allied with an attitude of non-condescension generally work very well. The people will make mistakes, even costly ones. Commiserate with them when they fail, but never step in with unasked for advice.

Thirdly, if responsibility, as in Local Government, is to be encouraged it can only be done by letting the people handle responsibility, whether they are "ready" or not. Again, costly mistakes may ensue. Nevertheless, a solid ground of learning will have been established which can later be built upon. This applies especially to that delicate area of decision making. Time and time again in the beginning of any program, the people involved in the settlements sit in silence or hesitantly

direct questions, not for the purpose of seeking information, but to elicit directions or instructions. It is as if they feel you want them to make a decision in favour of a special alternative and that they have to guess what it is. The developer is then in the position of having to convince people by his actions that they are the only ones that can arrive at a competent decision, and it should be based on what they want. This calls for considerably more patience than most of us can muster and it also calls for an understanding and awareness of the peoples' feelings. Further, when a decision has been made, a follow through on our part is vital to reinforce their feeling of competence. Without this follow-up, their natural cynicism takes over and the program is doomed to failure.

Part of the basic developmental approach is the determination of the broad aims involved in the program. More specific goals can and will be worked out with the people and the administration, but the aims of a developmental program depends largely on the skills of the local government advisor or agency assistant, and the role he chooses to play. Since the administrative aspect of the agency assistant involves a certain amount of authority, for instance in matters of social assistance, etc., since the position immediately identifies him with government and all matters pertaining to government, then significantly he becomes government in their eyes. Naturally, this places an immediate and definite barrier against free and easy fellowship on an equal footing. It also limits the kind of response and expression of needs that are likely to emerge from the contact points of the community to the government. For this reason, the L.G.A. is an extremely important position in the local government process.

G. A. Brown  
District Supervisor  
Thompson District Service Centre.

THOUGHTS FOR DISCUSSION RE: DISTRICT SUPERVISORS CONFERENCE - OTTAWA

(Re: L.G.A. Meeting - Winnipeg)

1. Fallacy of programs, eg: Change of Band Managers. Change of Chief and Council, etc.
2. No teeth in programs, eg: Lack of financial accountability and control, no provincial or municipal ~~accounts~~ <sup>ACTS</sup>, change in legislation of Indian Act required.
3. Who determines when Bands are ready to manage programs - should we or just bands.
4. Where do Indian organizations fit in?
5. Election Act - changes required to ensure continuity.
6. On-going training for Chief and Council required in all aspects of local government.
7. How does an L.G.A. measure his performance?
8. Local Band politics in Band Management - can it hinder, and does it?
9. Have we created many of the bands problems by giving somewhat over-enthusiastic programs that bands were not ready for?
10. Methods of funding (Care-funding, one-pot), what is best - is present system good, bad or indifferent?
11. Bands should be able to negotiate directly without going to Ottawa for approval, eg: Local Developments, Tourism, surrenders, etc.
12. Salaries for Chief and Council?

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