

BANFF CONFERENCE

Sept. 16-20

1963

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"MINUTES OF THE WESTERN
ECONOMIC DEVELOPMENT AND
EDUCATION CONFERENCE"

BANFF SCHOOL OF FINE ARTS
SEPTEMBER 16 - 19, 1963.

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AGENDA

MONDAY - September 16th

Chairman of the Day - L. C. Hunter
Regional Supervisor - Alberta.

9:00 Opening of Conference - Introduction
"Highlights of recent developments and
trends in Branch administration, organization
and philosophy, with special reference to
the objectives of Economic Development
Division".

-- Headquarters speaker

10:15 Coffee Break

10:30 "Review of programs and services of Economic
Development Division in the areas of resource
development and of employment."
Participation in groups.

11:30 Group reports in plenary session.

NOON

1:30 "Evaluation of programs and services of
Economic Development Division in light of
statement of objectives. Identification of
the needs of Indian people in respect to
resource development and employment."
Participation in groups.

3:00 Coffee Break

3:15 Group reports in plenary session.

Evening Program

Chairman - N. K. Ogden
A/Regional Supervisor, District of McKenzie.

8:00 Film

9:00 Reception

TUESDAY - September 17th

Chairman of the Day - A. G. Leslie
Regional Supervisor - Manitoba.

9:00 Natural Resources Specialists and Placement
Specialists meet in separate committees to review
program, methods, procedures, terms of reference,
and to share information on other matters of
particular concern or interest.

WEDNESDAY - September 18th

Chairman of the Day - J. G. McGilp
Regional Supervisor - Saskatchewan.

9:00 - 9:40 Ten minute presentation by senior Development officer from each of four regions on the topic "review and evaluation of educational programs in relation to the objectives of Economic Development Division".

9:40 - 10:30 Panel of the four senior Development Officers to lead general discussion regarding the opening session.

10:30 - 11:00 Coffee Break

11:00 - 12:00 Participate in groups.

1:30 - 2:30 " " "

2:30 - 3:10 Group reports in plenary session.

3:10 - 3:30 Coffee Break

3:30 - 4:00 Panel of rapporteurs from groups to lead general discussion regarding group reports.

4:00 - 4:15 The C. E. P. in Saskatchewan - S. C. Read.

4:15 - 5:00 General discussion of C.E.P. led by panel composed of members from Saskatchewan and chaired by R. M. Connelly, Regional Superintendent of Indian Schools.

6:30 Banquet

THURSDAY - September 19th

Chairman of the Day - J. V. Boys
Indian Commissioner for B. C.

9:00 Plans for the future
Formulation of objectives, goals, priorities in program development in the areas of Training for Employment, Resource Development and Employment. Outline inter-divisional and interdisciplinary relationships. Consolidate Conference recommendations.

3:30 Summary of Conference - Headquarters Officer
Adjournment.

MONDAY, September 16, 1963

Chairman of the Day - L. C. Hunter

Mr. D'Astous, Chief, Economic Development Division, Ottawa,
read the following greeting from the A/Deputy Minister,
Lt. Colonel H. M. Jones:

"I am pleased, indeed, that I was asked to write a few words to you on the occasion of this western Economic Development Conference being held in Banff. I only wish I could have joined you for several reasons quite important to me.

Firstly, economic development is a subject of prime importance and concern to all of us. I said at Harrison that we had just added this "new arm to our arsenal." I emphasized that economic development will be mockery unless we attain participation and motivation on the part of the Indian people themselves. I know you will keep this in mind during the Conference and examine the record since Harrison.

Secondly, Banff was the site of our second National Conference of Indian Superintendents when these same walls echoed the sounds of earnest discussions and debate on Indian affairs and Indian problems, hopes and aspirations. At that time, we discussed past performances and new approaches and resolved to do better in a number of areas including this challenging field of economic development.

Thirdly, I had the happy task and responsibility to chair the first conference of this type held in Edmonton in 1960. On that occasion strong emphasis was placed on the need for academic upgrading, social orientation and vocational training of the young Indian members of the labour force. This new effort demanded the establishment of closer co-operation between members of our staffs in education and in economic development. How successful have we been in achieving this necessary relationship? You will, no doubt, be examining this and suggesting improved procedures. After all, how can we expect co-operation from other agencies, if we cannot co-operate among ourselves?

Finally, you meet in an environment which itself is the symbol of the needs and aspirations of young Canadians today including, particularly, the young Indian people whom you are privileged to serve. At no time in our history has there been more pressing need for the security of mind and body that comes from a skill well learned and practiced and a will determinedly applied. It is in these two vital areas that your real challenge lies and you should find inspiration from the courage, energy and resourcefulness that built this institution dedicated to the training and re-training of Canadians of all ages and of many callings.

My own career in Indian Affairs and my association with you in an official way is drawing to a close. I say again that I wish I could be with you on this occasion but with the burden of office and responsibility now extending as it does to matters even beyond Indian Affairs and remaining with me it seems to the last hour of my service, I must miss this opportunity to share experiences and ideas with you. I am confident, however, that the Conference is in good hands and I expect frank and useful discussions and constructive results. With this objective in mind, I wish you every success in your deliberations through the next few days."

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Mr. D'Astous then addressed the conference as follows:

"Gentlemen,

First of all I would like to bid you "Good Morning" and tell you how happy I am to find myself with you in this lovely town of Banff, in the heart of the Canadian Rockies. Four years ago, in September 1959 exactly, I had the good fortune of spending a week in this same location, on the occasion of the second National Conference of Indian Superintendents. Some of you were here also and will recall, I am sure, the success of the deliberations which took place at the time. The atmosphere of the School of Fine Arts is most conducive to thinking and hard work and I am very confident a great deal will be accomplished by this group during the four days ahead of us.

I bring you the greetings of the Acting Director, Mr. Gordon, and the expression of his best wishes for the success of this meeting. This is the kind of gathering he would have liked to attend but, unfortunately for us, it was not possible for him to do so. While we meet here this week, Mr. Gordon, accompanied by two or three advisers, will be in Washington, U.S.A., to consult with the experts down there on the workings of an Indian Claims Commission.

Related to this absence in Ottawa, is the absence of Bob Battle from this group. He had been looking forward to the opportunity of meeting you here and I know how disappointed he is about missing this gathering. He sends his regrets and he assured me before I left the Capital City that he would be with us in mind and spirit. I know that we will miss him, that we will miss his leadership and his great ability to bring people out of the clouds of confusion when their intellectual vision or visibility reaches ceiling zero!

The subject assigned to me for this opening session covers a lot of ground. I have not as yet been successful in establishing the identity of the person or persons responsible for it but, as the hour is late, I am giving up the chase and I should now proceed with the task I drew to the best of my ability.

In order to simplify my presentation this morning I have taken the liberty of having reproduced, in a booklet form, a Summary of the Objectives and Main Programs of the Economic Development Division, which will be distributed to you immediately after the conclusion of my remarks. This summary will, I believe,

be of assistance to you in the review of programs that you intend to make this morning and it will also, I hope, be of further help to you through the week. The contents reflect the efforts of several members of the Division: policies, present practices and some plans for the future are mentioned in it, in addition to programs.

One of the highlights of recent times in the Indian Affairs Branch was the re-organization which took place in July 1962 and which resulted in placing under an Assistant Director of Operations, the three Divisions of Welfare, Agencies and Economic Development. In the process the main components of the Reserves and Trusts Division were transferred to Economic Development, and we have been operating on that new basis since. It was our hope, at the time, that these changes would be followed by needed additions to the field establishment but, as you are all aware, this did not materialize. The measures which resulted from the situation which existed then in the Foreign Exchange field are known to you, and their consequences in terms of staff shortages have been felt all over. I shall not therefore insist on them except to say that, insofar as I can see, there are few visible signs which would indicate that the situation is to change very much in the foreseeable future.

I do not think that the staff situation is any worse in our sector - Economic Development - than it is in others. I do think, however, that it is serious enough to cause us to pause for a moment and ask ourselves the question: What is the best to do under these circumstances? The question is easy to formulate but the answer or answers are much more difficult to find.

Obviously, we cannot think in terms of curtailing programs and activities which have already been launched and which must be pursued on a day-to-day, week-to-week basis. The Branch is committed and we all have an obligation to support these programs and carry them out with increased intensity. The quality of the services we provide under the existing program must not be allowed to deteriorate; on the contrary, we must strive to improve that quality and keep very much in mind the old saying that a job worth doing should be a job well done.

No matter what the circumstances are, no matter what the difficulties are, the quality of our work must not be allowed to suffer. It will always be much easier, in the eyes of the general public and the Indians we serve, to justify our inability to undertake additional tasks because personnel is not available to us than it is to seek forgiveness for poor management, a job poorly done or indifferent and disinterested administration.

I would not want for a moment to imply here that we should settle for the "good old programs", get cosy or complacent, and adopt a philosophy of immobilism. Far from it. We know very well that events are pushing us faster and further; we have to change, we have to introduce new approaches, we have to accept new ideas and concepts and develop better programs. I suggest, however, that in doing this we owe it to ourselves to be selective; let us accept the ideas and methods which will simplify our task and permit us to get more things done, and done better - not necessarily faster - but let us have no hesitation in rejecting the patented medicines, guaranteed to cure everything quickly. I believe that there is no substitute for hard work and that work is still the surest way to success. Words alone are not good enough.

In the selection of new approaches, new ideas, new methods and new programs that I mentioned a moment ago we must move quickly, with determination and clarity of purpose. There are too few of us manning the ship, ensuring that all jobs get done, to lose much time in long, never-ending discussions and dissertations about everything in general and nothing in particular. Cooperation and team work, in my mind, are expressions which are sorely abused these days. Much lip service is paid to the idea - but I have seen just too many good initiatives go down the drain on account of systematic obstruction, argumentation for the sake of arguing and personality clashes to feel comfortable about the whole thing. Team work and group effort demand the highest intellectual qualities of each individual, and I am confident that all of us gathered here this week came with the determination of displaying these qualities in a most unselfish manner.

Not being too well versed in the subject I hope you will forgive me if I decline, with some regret, the invitation to discourse on "Branch's philosophy" - leaving this plum to the more qualified participants in this conference - and return to developments which have been noticeable in our Division recently.

Progress has been made in connection with the socio-economic study of the Blood people. All the field work has been completed and the task of preparing the survey report itself is now well underway in Ottawa. We suffered the loss of our good friend Dr. Siepmo Lok, who went to the Department of Forestry and, as he represented roughly 100% of our research staff not too long ago, you can easily imagine the effect his departure had on this pilot project. He is keeping in touch with it, however, and with the contributions of two other members of the staff, the assistance of officials from other departments, - Agriculture, Mines and Technical Surveys to mention two - we hope to publish the report, which should be most interesting and useful, before the end of this calendar year. A wide distribution will be made through the field staff and I have the feeling that it will prove to you and the agency superintendents, the value and necessity of basic research to support our efforts.

The inventory of resources has unfortunately been delayed, but we should proceed with it in the near future, through the use of questionnaires. We had to adjust our sights on this, but we intend to go ahead with a modified approach, tailored to the personnel resources and the processing equipment available to us.

The field of federal-provincial programs is one of great interest to the Economic Development Division and it is intended to increase our activities in that direction. The Air and Resources Agreements with Ontario, Manitoba and Saskatchewan are being continued and their operation made more efficient through additional liaison and discussions on both sides. I know that Dave Gimmer will have more to say about these in the course of the week and I would not like to steal his "thunder" by saying anything more at this moment on the subject.

In cooperation with the Government of New Brunswick, a most interesting venture in the field of handicrafts production was started a year ago on the Big Cove Indian Reserve. Under this

program, refinement of old techniques and teaching of new ones is provided by provincial technicians and handicrafters, along with counselling in the line of organization. The Indian Affairs Branch repays the Province for part of these costs, provides assistance to the Indian workers in the form of buildings and equipment, working capital on a repayable basis, along with advice and help on marketing. Indian Affairs Branch is also responsible for the settling of all the problems and headaches resulting - naturally enough - from this new enterprise!

Recently, the Government of Ontario amended the Parks and Assistance Act by extending the status of municipality to Indian Reserves or bands operating under Section 68 of the Indian Act. Under the Provincial legislation a band may expend up to \$50,000 on a park venture and recover 50% of the cost from the Provincial treasury, in the same way as any other municipality in Ontario would. One park development project is underway at Cape Croker, and it will be followed by two or three more in 1964.

Agreements pertaining to forest fire protection services are under negotiation with Manitoba and British Columbia and should be brought to satisfactory completion within a predictable future. An agreement is already in existence in Ontario and it has proven the desirability of providing such services through provincial organizations rather than seek the creation of similar services under the direct management of Indian Affairs.

Another joint program of great interest to us in Economic Development is the one in existence in Manitoba, concerning Community Development Services. Although the responsibility for the program is vested in my colleague, the Chief of the Welfare Division, I cannot resist mentioning it as I had the privilege of attending the joint workshop of their staff and that of Indian Affairs a few weeks ago. The meeting took place in Pine Falls, Manitoba. In my view the program has produced remarkable results, and it would be my hope that it be continued and expanded. The interest created by the Manitoba experience is spreading rapidly and two other governments, Saskatchewan and Alberta, have already opened discussions with the Branch. It is too early to predict with exactitude what will come out of these talks, but it is most encouraging to see increasing interest of provincial authorities in the future of their Indian citizens.

This interest is not, of course, limited to the movement of community development, but it extends to many other phases of our administration. You will recall that one of the recommendations of the Joint Parliamentary Committee was the setting up of a provincial-federal conference entirely concerned with the administration of Indian affairs in Canada. We have not reached the stage where such a conference is a sure thing, but there is evidence to indicate that Indian affairs will be an item on the agenda of the next provincial-federal conference which will be held later this fall, in Ottawa.

While joint programs with the provinces will be pursued with renewed efforts, other programs involving the cooperation and interest of other federal departments or outside agencies will be developed with the same vigor. As an example, I would like to mention an arrangement the Branch entered into this September with Le Conseil de la Cooperation for the propagation of the cooperative movement on the Quebec reserves. For many years we have been keenly interested in developing cooperatives and credit unions in that region but, unfortunately, we did not have enough staff to start a

program and we did not have, let us admit it frankly, the people with the necessary qualifications to embark upon such a program. It is easy enough and quite feasible to create a co-op any week of the year, but we all know that it is not desirable to do so until a great deal of work has been done to educate the people first, in order that they themselves will determine what their needs are, what resources they have and whether or not the cooperative formula is best suited to meet the situation. In short the Conseil de la Cooperation will provide one of the best specialists they have to visit the reserves, meet the Indians, arrange group studies; draw on the numerous resources of the organization when they are needed and proceed with the setting up of co-ops in due course. These co-ops will be fully integrated into the provincial framework and they will have access to all the services that other co-ops enjoy from the provincial departments of the government: agriculture, fish and game, forestry, etc., as well as access to the services, provided through affiliation, by the Federated Co-op or the federated body of credit unions.

Agreements and arrangements with outside agencies are contemplated for services under the placement program, but I will leave it to Doug Jackson to speak about these in greater detail when the occasion arises this week.

I would like to say a few brief words about A.R.D.A., the Agricultural Rehabilitation and Development Act, administered by the federal Department of Agriculture, but involving provincial and municipal governments as well. We, in Indian Affairs, are very keenly interested in this particular legislation and we believe strongly that it could have good results if we can find the time and the means to involve Indian communities to the degree they should. I know how difficult it is for you the Regional Supervisors, the Agricultural Supervisors and the Agency Superintendents, to be everywhere at the same time and get interested in more activities than you can handle already, but I must underline the necessity there is right now to move in with ARDA and make the Indian people aware of this program. Contrary to the popular belief that ARDA is strictly for the farmers and of no great interest to the rest of the population, ARDA is the long term program that will, given a chance, put some order in the rural areas of the country by realizing its objectives of developing alternative uses for marginal lands or lands of low productivity and of developing income and employment opportunities for rural areas. All of us in Economic Development cannot afford to remain ignorant of ARDA and we must do all we can to bring the Indian communities in its fold. We will simply have to find ways and means to achieve greater liaison at headquarters, at regional levels and, most important of all, at the agencies and reserves level. Unless we do something about this and do it soon, I am much afraid that we will miss the boat and keep swimming for a long, long time.

Another highlight of recent years in Indian Affairs has been the advent of the Community Employment Program. There will be a special session on this subject later on during the week and I believe I should reserve my remarks until then.

There have been several highlights or important developments which I have not mentioned in this review so far. The thought occurred to me that perhaps it would be best not to try to cover them all in this unpretentious paper and reserve a few minutes of the time allowed to the speaker this morning to permit questions or queries which I shall try to answer, with the assistance of the other representatives from headquarters, to the best of my ability.

Before closing my remarks I would like to repeat how happy I am being here and of having the privilege of working with you during the next four days. Thanks to all for your kind attention and particular thanks to you, Mr. Chairman.

"Review of programs and services of Economic Development Division in the areas of resource development and of employment."

To facilitate discussion of this subject, the following questions were posed to the four regional syndicates which deliberated for the better part of the morning session.

- 1) What are your main regional objectives for economic development and your rationale for same? How do these objectives dovetail with national objectives as stated in the keynote address?
- 2) How are you translating these objectives into programmes?

Group reports were read and with an allowance for variations in approach and vocabulary there was a marked unanimity between the objectives of economic development in the five regions represented and the national objectives outlined in the "Summary of Objectives and Main Programs" prepared by Economic Development Division headquarters staff in Ottawa. There was no question that regional objectives do not dovetail in all instances with the national objectives.

With the exception of cases resulting from geographic, economic, personnel, social and political differences between regions the translation of the broad objectives into programs differed little between regions and included in varying degrees -

- employment and placement programs
- development of commercial and domestic fisheries
- conservation, trapping and fur marketing programs
- agricultural development
- liaison with other government and non-government bodies
- leadership training
- academic and social upgrading of young adults
- handicrafts production and promotion
- wildcrop harvesting

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"Evaluation of programs and services of Economic Development Division in the light of statement of objectives. Identification of the needs of the Indian people in respect to resource development and employment."

Syndicate groups organized on a general rather than a regional basis were given the following questions to guide them in their deliberations on this subject:

In the light of this morning's findings, what are:

- 1) The gaps or weaknesses, if any, in our sets of objectives?
- 2) The main difficulties or lack of resources or facilities in translating our objectives into meaningful and realistic programs.
- 3) How are fundamental Indian needs to be integrated into (1) and (2)?

SYNDICATE 1 REPORT

This group felt a need for clarification of the national objectives as they relate to the "attainment of a level comparable to that of other Canadian groups". What groups are referred to in this context? The committee concluded that the immediately surrounding non-Indian population comprised the "group".

- Several obstacles to the development of meaningful and realistic programs were cited as follows:
- the lure of reserve and cultural values.
- withdrawal of federal assistance when establishment off reserve is being attempted.
- gap in communications link between Indians and administration.
- lack of training and overemphasis on administrative duties at Assistant Indian Agency level.
- dependency on welfare assistance.
- lack of leadership on reserves.
- for lack of time, we fail to involve local people in planning stage.
- tendency to alter or improve programs before their full implications are understood by Indians.
- better trained and more ambitious individuals are leaving reserves, resulting in a largely untrained and poorly motivated pool of manpower remaining.
- impact on youth of welfare payments. We negate in practice on reserves what we profess to teach in the classroom.
- difficulty, if not impossibility, of agency staffs maintaining a dual role as handlers of relief and at the same time as a consultant on community matters.

SYNDICATE 2 REPORT

In line with the Branch program of adapting social economic development principles in turning over responsibility for Indian programs to Indians themselves, the Committee feels:

- I. - that a strong Branch program of leadership training is required.
 - it appears several regions have done a lot of work in this field while other regions are approaching this stage. The committee feels that Headquarters should collate material available and disseminate the information to all regions. Examples such as the brief prepared by B.C. in collaboration with U.B.C. and the accounts of programs undertaken in North Ontario.
 - To implement this program there will be additional funds required and we recommend that these funds be made available.
 - If it is accepted that the lack of leadership courses is an important gap in existing Branch programs, consideration should be given in any reorganization at Headquarters to allocating responsibility for this work.

II. Concurrent with the training of Indians in leadership and community development

- (a) the principles of community development should be offered to agency staff on the pattern of the course held at Saskatoon in July, 1963.
- (b) policies of subtracting from Agency staff duties which could properly be undertaken by other agencies (provincial - municipal - voluntary) should be pursued.

III. In order to exploit fully the Indian and staff training program the appointment of Community Development Organizers should follow.

Questions and discussions on syndicate report:

Q. How does leadership training relate to Economic Development?

Ans. Before successful economic development programs can be implemented it is necessary that capable leaders and proper attitudes exist among the Indian people.

Mr. Leslie at this point in the proceedings outlined various forms that leadership training may take and that are employed in the Manitoba Region.

- 1) courses on reserves.
- 2) agricultural conferences.
- 3) short courses at universities, institutes, workshops, etc.
- 4) participation in project planning and implementation.

SYNDICATE 3 REPORT

The group found that the objectives as we interpret them are not entirely too clear. The weaknesses therefore were not found in abundance. Perhaps one which should be maintained is the failure of the Branch to transfer the responsibility for Indian integration to other facilities dealing with employment among the people of Canada in general. This is due we feel to the fact that we have not raised the standards of the Indian employee to meet the employer's requirements.

Part two offered the better approach to discussion as employment offered the Indian a better opportunity for equal participation on a community basis than any other facet. It was felt the Branch should become better adapted and more aware of employment opportunities. In fact it is felt the placement program should be incorporated in the Education Division.

Generally we have employment opportunities; however there is a great need for increased motivation of the Indian at the grass roots level. We feel this can best be achieved by involving the Indians at the outset

- a) to identify his problem (usually unemployment)

- b) to decide what he himself can do about it in the local situation.
- c) to encourage him to utilize the programs already available such as vocational training, academic upgrading and local employment sources. We should, however, ensure that the people who are involved will be properly trained.

Discussion on Report:

It became apparent that this committee's suggestion resulted from a concern over the lack of co-ordination between placement and education staff. Mr. Ogden pointed out that he works in an area where this union has been consummated and the situation there is no better than now exists in our Branch. The need is for co-ordination.

SYNDICATE 4 REPORT:

It was agreed that generally speaking the set of objectives presented by the Regions in the morning session agreed with those set out by Branch Headquarters.

General discussion proceeded around the first "gap", which is:-

1. - That the Social problems of our Indians are not being met in our Economic Development programs.

Even our Education Division programs are not meeting the sociological needs of the young Indian in upgrading, general education and vocational training.

2. Staff Specialists are orientated to Economic Development but generally speaking the Agency Staff are as yet unable to accept the specialist unless he plans to carry through a project on his own.

The Agency is the basic unit and here is the place for all planning to start.

Co-ordination of effort including specialists lies with the Superintendent. He should therefore be qualified to do this co-ordinated job.

The solution is to fit the total effort to the area and circumstances - a co-ordinated effort by Specialist and Agency Staff with the Superintendent leading the team.

Considerable discussion centred around whether the Placement Officer - or other Specialist - should work at the Agency level rather than at the Regional Office. The consensus of opinion is that the larger agencies are understaffed and could therefore benefit by the addition of Specialists. The smaller agency, on the other hand, is overstaffed and would benefit by amalgamation.

Our programmes are suffering from the lack of program planning and co-ordinated effort all down the line. This brought the discussion around to the confusion that presently exists at every level from the Agency - to Regional Offices - to Headquarters. There is no co-ordinated master plan in evidence and this requires immediate consideration.

DAY 2

SEPTEMBER 17, 1963

Chairman of the Day - A. G. Leslie

- 9:00 - 9:20 A.M. - Chairman's remarks interpreting day's agenda and selection of Natural Resources and Placement Specialists sub-committee chairman.
- 9:20 - 10:15 A.M. - Natural Resources and Placement Specialists meet in separate committees under selected chairman.
- 10:15 - 10:30 A.M. - Coffee Break
- 10:30 - 12:00 A.M. - Natural Resources and Placement Specialists continue discussions under their respective chairman.
- 12:00 - 1:30 P.M. - Lunch
- 1:30 - 3:00 P.M. - Natural Resources and Placement Specialists committees continue.
- 3:00 - 3:15 P.M. - Coffee Break
- 3:15 - 4:00 P.M. - Natural Resources and Placement Specialists sum up their committee findings under respective chairman.
- 4:00 - 5:00 P.M. - Both Natural Resources and Placement Committees join in plenary session under chairman of the day to report and summarize results of their individual committee discussions.

SUBJECTS FOR DISCUSSION

NATURAL RESOURCES SPECIALISTS

1. FISHING

- (a) Formation and operation of fish producing co-operatives.
- (b) Organization of independent working groups without formal co-op charter.
- (c) Marketing
- (d) Lack of management training in:
 - (i) Quality control
 - (ii) Station operation
 - (iii) Gear maintenance and mechanization

2. FUR

- (a) Federal and Provincial Fur agreements.
- (b) Methods of encouraging individuals to greater participation in the utilization of fur resources.
- (c) Marketing
- (d) Necessity again of training in:
 - (i) Leadership
 - (ii) Gear maintenance and mechanization

3. BIG GAME MANAGEMENT

- (a) Caribou conservation.
- (b) Hunting rights.

PLACEMENT SPECIALISTS

1. Lack of adequate academic standing of large numbers of young people on the reserve in the 17 to 30 year old bracket.
2. Lack of motivation (especially in the 17 to 30 year old bracket) to leave their local areas even though employment may be available.
3. Lack of appropriate social and work orientation. This applies in some cases also to high school graduates.
4. Dependence (sometimes fostered by parents' attitude) on Indian Affairs Branch to provide continuing assistance even after months of successful employment.
5. Difficulties - firstly - in providing comprehensive follow-up service with permanent placement candidates, and - secondly - difficulties in programming effectively with individuals and groups at the reserve level.
6. Desirability of the employment of female officers to deal with personal problems of young female candidates.
7. Methods and procedures to facilitate for assistance in excess of original amounts budgeted.
8. Policy regarding repayment of assistance.

The Chairman reviewed the subject matter for discussion during the day, explained the agenda, and outlined the membership of the two syndicate groups which met throughout the morning.

REPORT OF RESOURCES OFFICERS SYNDICATE:

Mr. Krentz outlined to the Committee of Natural Resource Specialists the reasons for choosing the topics proposed for discussion. In pursuit of these topics the feeling soon became prevalent that generally the Indian peoples had no conception of why they were participating in a program; that is whether participation was for the benefit of Indian Affairs Branch, private operators, co-operatives, collective groups or lastly themselves.

In an effort to delve into this problem at great depth the committee found it most necessary to probe into the role and duties of a Field Officer. It seemed expedient to have a clear delineation of his duties, not to mention a clear understanding of where he fitted into the Branch's overall programs. There was a divergence of opinions, from Region to Region, of the duties and responsibilities of a Field Officer and therefore almost all of the morning's sessions were devoted to uninhibited discussions on these two basic points.

It was determined that a Field Officer's prime responsibility is an operational one in the field of renewable natural resources. It was also determined that he has a responsibility to encourage the Indian people to make full use of all available facilities, whether Federal, Provincial, or Municipal; that individually Field Officers know what their roles are and that functionally these can only be carried out on a co-operative basis within the Regional framework. It was the unanimous consensus of opinion that a Field Officer must be an adviser; he could be a project manager and a co-ordinator. He must not work in discord with the Agency.

The foregoing created discussion on the question "Should a Field Officer be concerned with and involved in the social aspects of programs or solely with the economic aspects?" Many related individual, collective and regional problems were brought into focus, all of which pointed out an apparent need for more staff. The Committee recognized that much more could be done in the field of utilization of renewable resources, and other natural resources, and agreed that while additional specialists would certainly be desirable in all Regions, such additional specialist help was not the total answer. A large gap still remained, namely, the absence of suitable tools to properly "motivate" the Indian peoples.

Notwithstanding the fact that all Branch personnel have a responsibility in this field and certainly Agency staffs practise it from day to day, the Committee for these reasons:-

1. That the maximum use of Field Officers is impossible and programs risk failure because of this gap.
2. That in general natural resources programmes have not met with appreciable success for lack of full involvement of the people.
3. That Field Officers and other resource personnel, due to limited time and the large numbers of people they must serve, not to mention the lack of extensive technical knowledge, cannot develop full involvement of people.

4. That there is an urgent need to close the gap between Indian Affairs administration and programmes and the Indian people,

recommend in the strongest terms possible that steps be taken to appoint officers who will have no administrative responsibilities but who will work with the Indian people to assist them and encourage them to be involved in programs that will meet the needs so identified.

The afternoon sessions were devoted to a review of present programmes and future plans. Forestry, Handicraft and Agriculture were reviewed. Under Agriculture it was agreed that not enough specialist strength exists at the Ottawa level, none at all in fact, and it is suggested that this be rectified. In keeping with the key note address, the Committee asks that steps be taken to make ARDA operations and plans known to Field officials other than by the distribution of pamphlets.

The Committee could not cover all the subjects due to limited time and this plainly pointed out the need to have more frequent meetings or conferences of this nature. Once every three years is simply not enough. Also there definitely emerged a general specific feeling and hence the recommendation that more frequent inter-regional conferences of specific resource specialists be held. It seems that joint conferences of economic development and educational specialists do not allow enough time for full consideration and study of the variety of complex programs.

REPORT OF PLACEMENT OFFICERS SYNDICATE

At this conference a review has been made of the objectives of the Economic Development Division in the sector of employment, and also of the unmet needs for Indian employment.

A further review has been made of the elements in the development of employment objectives, and their relative importance and magnitude gauged and measured in terms of utilization of staff. Some gaps in services to Indians have been identified, particularly for workers on reserve communities and for provision of followup counselling.

Some changes in structure and organization of the Program are recommended to permit coordination on the Regional level of the various elements of the program, particularly to reinforce efforts in community liaison and public relations, as follows:

1. It is recognized that there is an increasing need for District Employment Specialists at both the Regional and District levels.
2. For your consideration we recommend that there is an urgent need for a District Employment Specialist at the Regional level to allow the Regional Employment Specialist to devote his time to overall planning, programming and co-ordination of the various elements in the original terms of reference.
3. The District Employment Specialist will continue to give priority to the Permanent Placement Program. In addition he will devote his efforts to the utilization and coordination of all agencies including Branch personnel that may provide services that will lead to the maximum participation of Indians in employment according to the terms of reference laid down.
4. Further - we support the recommendation of the Resource Development Officers for a person to work at the Reserve level directly with the Indian people.
5. It is recommended that a clear statement of the use of purchased follow-up services for Placement candidates be transmitted to all Regional Offices.

DISCUSSION IN PLENARY SESSION OF SYNDICATE REPORTS:

Mr. McGilp challenged an opinion expressed that agency staff are not selected on the basis of their qualifications to work with the Indian community.

Mr. Hunter supported his position in stating that this ability is a consideration but that because of administrative responsibilities of agency staff their ability to work with the community is not always the foremost qualification sought.

A feeling was expressed that the appointment of community development workers might lead agency staffs to believe that the Branch is dissatisfied with their work.

Mr. Leslie indicated that this had not been a problem in his region to date and that in fact proper interpretation of the role of community development workers had resulted in their ready acceptance by agency staff members.

The view was expressed that while there will be specific areas where community development workers may function well, in many areas re-training of present staff in community development techniques could be as effective. However, until these present staff members are relieved of a large part of their administrative load they cannot function properly in the field of community development.

Training of Branch staff in community development techniques is considered essential in all cases by some to ensure that administrators through lack of understanding do not detract from the effectiveness of community development workers.

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DAY 3

SEPTEMBER 18, 1963.

Chairman of the Day - J. G. McGilp

- | | |
|---------------|---|
| 9:00 - 9:40 | - Ten minute presentation by Economic Development Officer from each of the four regions. "Review and Evaluation of Educational Programs in Relation to our Objectives in Economic Development". |
| 9:40 - 10:30 | - Panel of the four Economic Development Officers - General discussion regarding the opening session. |
| 10:30 - 11:00 | - Coffee |
| 11:00 - 12:00 | - Group Discussion |
| 1:30 - 2:30 | - Group Discussion |
| 2:30 - 3:10 | - Group reports in plenary session. |
| 3:10 - 3:30 | - Coffee |
| 3:30 - 4:00 | - General discussion regarding group reports. |
| 4:00 - 4:15 | - The C.E.P. in Saskatchewan - S. C. Read |
| 4:15 - 5:00 | - Panel discussion of C.E.P. Chairman, R. M. Connelly. |
| 6:30 | - Banquet |

REVIEW AND EVALUATION OF EDUCATIONAL PROGRAMS IN RELATION
TO OUR OBJECTIVES IN ECONOMIC DEVELOPMENT

Chairman - J. G. McGilp

Objective One

1. J. Rayson - in relation to fish, fur, and game, which are still the main natural resources in the northern portions of the four western provinces.
2. R. M. Sutherland - in relation to agriculture, including grain growing, ranching, market gardening, etc.
In the southern portions of the three prairie provinces at any rate, land is the greatest natural resource.

Objective Two

1. J. D. Addison - The effect of existing vocational training programmes in preparing Indians for wage employment.
2. O. N. Zakreski - The upgrading programme and its effectiveness.

COMMITTEE STRUCTURE

<u>Committee 1</u>	<u>Committee 2</u>	<u>Committee 3</u>	<u>Committee 4</u>
J. Rayson	R. M. Sutherland	R. Kendall	A. K. Harris
T. A. Turner	H. Krentz	K. Gooderham	J. D. Addison
J. V. Boys	J. G. McGilp	A. G. Leslie	L. Hunter
D. L. Jackson	F. Barnes	R. Davey	D. Gimmer
B. Baich	L. Jampolsky	O. N. Zakreski	S. C. Read
R. M. Connelly	R. J. Grinsted	J. H. Cole	J. Slobodzian
A. J. Karch	B. Ash	R. Simonite	C. P. Brett
R. Battle	A. J. Boisvert	D. Browne	N. Ogden
			J. D'Astous

- (1) The first member on the list for each committee will serve as Chairman.
- (2) The second member on the list for each committee will serve as Rapporteur.

The commencement of this day's proceedings took the form of an experiment in integration and communications in reverse. Mr. McGilp commenced by speaking briefly in Cree, followed by Monsieur Connelly in French. Orest Zakreski then explained the purpose of this approach and reviewed what the reaction of various people might be to a prolonged experience of this type: such as many Indian people go through in their dealings with Branch staff and programs.

REVIEW AND EVALUATION OF EDUCATIONAL PROGRAMS IN RELATION TO OUR OBJECTIVES IN ECONOMIC DEVELOPMENT.

Objective One:

1. In Manitoba the control of Renewable Resources is vested in the Provincial Government. The three resources with which we are concerned in this presentation are fur, fish, and game. The most important of these resources is fish, which industry in the past five years has surpassed the fur resource as a main source of income.

The increase in the fishing industry can, in some part, be attributed to the fact that the operation usually is contained within the community thus obviating the necessity of the male participants absenting themselves from their communities and homes for sustained periods of time. These absences are still a factor in the case of trapping and harvesting of fur.

At the present the problems apparent in both the cropping and harvesting of fur and fish are quite similar in that the Indian people are not exploiting and making the fullest use of these resources which are available to them locally. Our problem in the full utilization of the fishing resource is that although the Indian people make up 65% of the fishing force they produce only 30% of the total fish harvest. How then do we within the frame work of Indian Affairs Branch teach, encourage, and motivate this large labour force toward the greater utilization of this large and renewable resource, which resource can provide greater income to support an estimated 10,000 men, women and children.

Lack of motivation, lack of training in the fishing operations, and lack of business management skills are proving to be three factors which are restraining the Indian people in the full utilization of this fishing resource.

Education programmes are as presently constituted effective in the academic and vocational training fields and we know this is very important. However a large number of Indian people who, as previously mentioned, lack motivation, efficiency in the industry, and the lack of business skills are not able to effectively participate and engage in employment for which they have many of the basic qualifications and which is located in many cases adjacent to their living areas.

Is it feasible to give some form of training and further education at the community level for these people who are going to remain on their reserve and for whom this is there only practical source of livelihood? We believe that the problem here is:

- 1) Can we reach the young adult group with practical programmes of instruction?

- 2) Can we find ways and means to motivate our groups of people to desire the comforts which increased income can provide?
- 3) Can we reverse the all too apparent trend toward a too high dependency on welfare?

In Manitoba, as I am sure elsewhere, it would seem that if we are to utilize fully the resources which are available to our Indian people within the local communities, training programmes at the local level would be one approach.

The question I would like to leave with you at this time is: Which one of our Divisions would be best suited to take over training programmes of this nature:

- (1) Is it to be the responsibility of Education Division?

or

- (2) Is it to be the responsibility of Economic Development Division?

It is well realized that the acquisition of staff is not always a step to solving problems with the Indian people; however in this instance, the development of proper attitudes, motivations, and skills in the local community would be desirable. This cannot be done by the existing staffs of either Agency or school teachers.

The same problem to a larger extent is prevalent in the harvesting of fur and it would appear that similar types of programmes are required in order to assist the Indian people to exploit fully the opportunities which are still available in the cropping and the fur harvest.

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Q. 1. What are the main gaps in the Indian's training which operate against his getting maximum benefit from the fishing resource?

Ans. (i) Lack of knowledge of:

- (a) quality control techniques
- (b) station operation and management techniques
- (c) gear maintenance and mechanization techniques.

(ii) Lack of motivation.

Q.2. In what way can you see the Education Division assisting in the training of Indians to utilize more fully the fishing resources?

A. It is felt Education Division might examine the feasibility of adequate elementary courses in bookkeeping and business administration; also training in motor mechanics. It is felt quality control techniques and gear maintenance might best be learned under some form of T.O.J. program. Motivation seems an area where Education Division can help but must be assisted by other team members.

Q.3. What are the main gaps in the Indian's training which operate against his getting maximum benefit from the fur resource?

Ans. Motivation
Leadership (Indian)
Gear Maintenance
Mechanization (maintenance and operation)

Q.4. Where does mechanization enter into the field of fur cropping?

A. As it has become necessary for the trapper to venture further from his home for profitable harvests the dog-team and other traditional means of transportation are being replaced by auto-boggans, aircraft, etc.

Q.5. In what way can the Education Division assist in the training of Indians to utilize more fully the trapping resources?

Ans. The comments related to Question 2 apply here as well. Also the Education Division should bear a proportionate share of the load in stimulating motivation and leadership in Indian communities.

Q. 6. Has Education a role to play in the field of conservation?

Ans. Definitely. The conservation of big game and particularly of caribou is of prime importance to the Indians. It is suggested that this receive some attention in the classrooms where the Indian children can be made aware of conservation principles and why conservation is important to them.

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2. The task of evaluating education programs in relation to agriculture was found to be most interesting and challenging.

The nature of agriculture is such that much of the skill and knowledge required may be learned on the job. Historically, agency staffs have provided guidance and consultation to Indian farmers.

There have been some definite attempts by education to nurture a knowledge of farming techniques and two of these are briefly reviewed here.

a) In 1956 and 57 seventy men and forty-five women from reserves in Alberta attended the Olds Agricultural School for six week periods. The men took a general agricultural course while the women concentrated on home economics.

The purpose of this program was to sharpen the awareness of Indian farmers to farming methods and requirements, and according to an assessment conducted some years after the course conclusion, resulted in

- some benefit to most participants
- no noticeable benefit to a small number
- 20 to 25% of the participating males now being self-employed, presumably in agriculture.

b) At the present time an agricultural program is operated in conjunction with the Ermineskin Residential School, under the general supervision of the Principal and Senior Teacher.

The class members are made up of boys who for various reasons have not made an adequate adjustment to the normal academic program. The average grade level was about seven though the range in grades was from five to nine.

The boys to be accepted had to show interest in an agricultural pursuit. The boys selected were boys who could with some effort on their part, and willingness on their parents' part engage in simple agricultural activities such as gardens, field plots, care of a calf, repair of farm equipment, etc.

The instructor is a practical teacher who has had experience as a logger, timber cruiser, millhand, farmer and construction worker. He is a qualified welder and is a practical motor mechanic.

The program has operated for the past two years. Boys have been given instruction and practice in welding, in automobile, truck and tractor servicing and major overhauling, in repair and restoration of farm machinery found abandoned on the reserve in bush land.

During 1962 the following projects were undertaken:

1. Land was put under cultivation for oats, barley and potatoes. The produce was sold through the local elevators.

2. Some grain plots were established where the use of fertilizers was shown to the boys.

3. Each boy had a garden on his home farm. Some had small grain plots.

4. The boys cut 500 saw logs - spruce and poplar - which they skidded to a central site with tractors they had repaired and made serviceable again.

5. They assisted with the sawing of the logs into lumber. Twenty-two thousand board feet of good rough lumber resulted from the project, as well as several thousand feet of slabs, which can be used for animal shelters.

6. They repaired old mowers and rakes, cut, raked and bailed ninety tons of hay, moved it to the back of the residential school and then fenced it with barbed wire. (They had to rent a baler). During the coldest part of the winter, a herd of cattle broke down the fence and destroyed most of the hay. The boys have learned that a corral will be required in the future.

7. The boys overhauled completely one tractor, and partially overhauled two others. They repaired an old truck and put it into operation. They built wagons from old car and truck chassis, learned to weld steel and cast iron, such as cylinder heads.

8. In the late fall, under Four H Club rules and the supervision of the district agriculturalist ten boys obtained calves with the help of their parents or the band, weighed them, treated them for warble flies and started a feeding program for them.

9. Each boy either alone, or with the help of his father, built or remodelled an old building to serve as a shelter.

Plans for 1963-64

1. This year the instructor plans to have his boys work on projects at the home farm as much as possible. He plans to build one shelter and corral with all the boys working together, and then will break his boys up into work crews, each crew under the supervision of one of the competent boys of the 1962-63 class. Each crew will build a shelter on another home farm. They plan to use the lumber and slabs from their lumber project for material.

2. Band Council has offered them $1\frac{1}{2}$ sections of timbered land to log before the land is broken up. They expect to realize 40-50,000 board feet of lumber as well as pulpwood, firewood and fence posts from this project. The Band Council has also offered them the use of a fencepost treating plant located near the Agency buildings.

3. They plan to put 10 acres of crop land into oats; 3 acres into potatoes; and 70 acres into barley - this last on a $2/3$ crop share basis.

4. There will be sample grain plots on each farm as well as a large garden. Some of the boys will put in crop of their own on the home places.

5. Some boys plan to break land on their home farms.

6. They have a large acreage of hay land for next summer.

7. They have three tractors to overhaul, plus several cars to do repair work on.

8. They are buying a Case three plow tractor for the class. They will trade lumber for it.

9. They plan to build more farm wagons using their welding skills.

10. They plan to buy an old threshing machine, repair it, and then do custom threshing next fall. Several farmers have agreed to use their services.

11. Each boy plans to have another calf to raise next winter.

The class will likely consist of 11 of last year's class and 6 - 7 new students.

Results of the Program

1. There has been no juvenile delinquency within this group during the past year. They have been too busy to be in trouble.

2. Parents have become very interested in the program. Several fathers are proud of their sons' work.

3. Parents and boys were asking the instructor when he would be starting the course, in February.

4. Band Council are interested in the project. They had no belief that lumber could be found on the reserve.

5. Boys are regularly asked to work for other farmers. The instructor feels that each boy could work even now as good capable farm laborers.

6. Boys see all income coming into the program as class income. None has felt that any of it belongs to himself. This is a co-operative project to them.

7. Boys are learning to use materials and equipment at hand and to repair and restore it. They are gaining an appreciation of machinery and livestock.

8. The boys are enjoying the work.

9. Mothers of girls have asked that a program for girls similar to this program be established to keep the girls busy during the summer months.

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Objective Two

1.

Before I turn to Education and Vocational Training I would like to give you a few brief facts and figures about the Indian population in B.C. and to point out that what is happening in B.C. is probably also happening in other Regions across Canada.

- All figures refer to Registered Indians.

1/4 of Indian Population in B.C. is 6 yrs. of age or under.

1/2 of Indian Population in B.C. is 16 yrs. of age or under.

3/4 of Indian Population in B.C. is under 32.

If the present rate of increase continues our population will double itself in 21 - 23 years passing the 75,000 mark by 1983.

These figures point out with startling frankness that there can be no relaxing in our efforts either in Education or in placement.

Turning to Education of Indian children I would like to point out a few more statistics for comparative purposes.

In the non-Indian schools

- Of every 100 pupils entering elementary schools

66% enter secondary schools

14% enter senior matric

9% enter University

6% graduate.

By comparison - Our statistics show that 10% of B.C. Indian pupils enter secondary schools (9 and up) and the numbers in senior matriculation and at University are statistically insignificant.

This is a vast gap.

Turning now to actual vocational training in B.C. -

During the 1962 school year - 95 trainees trained and graduated.

During 1963-143 trained and graduated.

September 1963 - 150 entered training.

The problems with those in training are not great - a few are misdirected to programs in which they are not really interested

or for which there is no demand on the labour market.

The great and vast problems are those who are not now reached by our vocational training programs.

- drop-outs from elementary school.

- drop-outs from secondary school.

- Even a number of drop-outs from vocational training who somehow filter back to the reserves and pose the greatest problem we have.

These people usually have:

- poor educational attainment

- no salable skills

- no intestinal fortitude

Experiment with drop-outs - A six week carpentry course at Vancouver Vocational School was organized with the closest co-operation of the school authorities. It resulted from a lack of carpenters on reserves to build welfare houses and was therefore a practical course in which houses were actually constructed in the school, and which also included some blueprint work. The purpose for which the course was developed was not met as many of the graduates are now in the main stream of the employment market earning journeymen's wages. There are still insufficient trained carpenters on certain B.C. reserves. The average grade level of the participants was 3, but all who had anything to do with the organization or operation of the course were most impressed by the participants' enthusiasm and success.

Thought is now being given to similar courses for plumbers, plasterers and camp cooks.

Summation:

The Branch's training programs have been successful in many cases, but there is still a tremendous gap in our program. As the number of labouring jobs is decreasing and the demand for skilled workers is increasing we must attempt to get as many young people in training as possible. Our specific role is to encourage all youth to attain the highest possible educational level they are able to achieve.

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2. The Upgrading Program

A. INTRODUCTION - an attempt to prepare young people on reserves who are single and have a minimum of academic education, for working and living off reserves.

B. HISTORY

1. 1959-60 First class organized and conducted in Regina.

2. 1960-61 (a) Alberta started one class.

(b) Saskatchewan expanded to two classes.

(c) Conference of Placement and Education Personnel held in Edmonton in October.

(d) As follow-up to conference a study of Academic, Vocational and Social Orientation training in the Three Prairie Provinces made in spring of 1961.

3. 1961-62 (a) Alberta expanded to two classes.

(b) Saskatchewan continued two classes.

(c) Manitoba started one class.

4. 1962-63 Continuation of 1961-62.

C. STATISTICS ON SASKATCHEWAN PROGRAM

1. Potential - According to the study conducted in the spring of 1961 this was the situation as of January 1, 1961:

(a) Total 16-25 population 3,273

(b) Total considered potential for upgrading by field staff 751

2. Recruitment and Selection

	<u>Applied</u>	<u>Interviewed</u>	<u>Accepted</u>	<u>Reported</u>
1959-60	26		19	15
1960-61	57		33	31
1961-62	129	82	36	32
1962-63	<u>82</u>	<u>58</u>	<u>36</u>	<u>33</u>
TOTAL	294		124	111

3. Graduated

1959-60	13
1960-61	28
1961-62	30
1962-63	<u>25</u>
TOTAL	96

4. What did the graduates do on completion of Upgrading

	<u>Graduated</u>	<u>Further Training</u>	<u>Took Employment Casual</u>	<u>Permanent</u>
1959-60	13	4	2	7
1960-61	28	10	11	7
1961-62	30	6	17	7
1962-63	<u>25</u>	<u>9</u>	<u>7</u>	<u>2</u>
TOTAL	96	29	37	30

These figures are based on status six months after graduation.

3. Graduates of our Upgrading Classes are employed in the following occupational fields -

- | | |
|------------------------|------------------------------|
| (a) Motor mechanic | (j) Commercial artist |
| (b) Clerk | (k) Heavy equipment operator |
| (c) Welder | (l) School van driver |
| (d) Hairdresser | (m) Carpenter |
| (e) Ward aide | (n) Stenographer |
| (f) Warehouseman | (o) Farmer |
| (g) Girls' Supervisor | (p) Housemaid |
| (h) Cab Driver | (q) Mine worker |
| (i) Autobody mechanic. | (r) Hospital orderly |

As of September 1, 1963 30% of the graduates are employed in the above occupations.

D. ADMINISTRATION

- a) Conceived and planned by education (federal and provincial).
- b) Shortly thereafter Placement Officer assumed administrative responsibility.
- c) Education, Economic Development and Agencies are now involved.
- d) Bulk of co-ordination and administration, including selection, counselling and vocational training, now rests with Economic Development.
- e) Education pays the bills, helps in selection, arranging boarding homes, counselling, etc.
- f) Agency helps in selection and local administration.
- g) Band Councils are kept informed, are asked to refer candidates and to give references for each applicant for the course.

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In discussion following the foregoing presentations D. Gimmer expressed the feeling that a further assessment of the needs for training specified in the Manitoba presentation is required before courses are established or curricula are altered.

The real need he felt is to run special courses rather than to change curricula from those of the provinces. The preparation of the required course outlines is now before the Branch Vocational Training Committee in Ottawa.

Mr. Leslie was anxious that this type of service not be a sideline for the Education Division but that it be a main area of concern for that Division.

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GROUP DISCUSSIONS

SYNDICATE NO. 1

PROBLEM - School Leavers

A large number of Indian children leave school when their educational standing has not equipped them for anything but unskilled employment. What steps can we then take to -

- a) Encourage children to continue at school until their standards reach at least Grade 10?
- b) Encourage more students to take advantage of vocational and technical courses?
- c) Organize courses to enable school leavers to take greater advantage of their economic environment, e.g., courses in prospecting, guiding, construction, etc.?

REPORT

This Committee felt that basically the major cause of drop-outs from schools is the foundation of the larger part of our education program. This program is artificial in that it is not related to the Indian background and environment.

There must be, we believe, an awareness by the Indians of the helplessness of clinging solely to their traditional means of livelihood, and the need to accept some of the responsibilities and ways of the society that is moving in on them.

Education can do nothing to overcome the adult lethargy that exists on reserves. We are developing behaviour patterns through our Education program. We are attempting habituation to a pattern. The home has not got the proper atmosphere to support our efforts.

Adult education programs cannot do this task because of structural limitations. Also these programs will not work until the basic attitudes are changed.

The awareness and attitude change can only be brought about by working with the people at the home or community level. Through involvement in assessing their present position, the prospects for the future and their needs in the light of these, the people will realize that education is their best solution.

The necessary work with the people can be brought about by:

- a) the engagement of new staff to work at the required level (this relates to the recommendation of the Resources Officer Committee).
- b) freeing existing staff from some of their administrative duties and thereby providing individuals for the needed role from within our own ranks.
- c) staff training to supplement either course.

SYNDICATE NO. 2

PROBLEM - Upgrading

While there has been an increase in demand for upgrading classes there is still a large pool of eligible persons on the reserves who have not shown any interest in the programme. What steps can we take to -

- a) Improve the organization and administration of our programme?
- b) Foster a greater interest in this opportunity to improve educational standards?
- c) Foster a better understanding of our programme among parents and Band Councils?

REPORT:

Recognizing the increased demand for upgrading classes, it is realized that there is still a large group of eligible persons on the Reserves who have not yet been drawn into our program. To this end the Committee recommend the following steps:

- a) There is an urgent need for expansion of this program to include all suitable applicants, therefore in order to make sure that the maximum enrollment is obtained, Agency Staffs and all Branch personnel should be fully informed of the aims and objectives of the upgrading program leading to the Agency Staffs, with Regional support, approaching the Chiefs, Councils, and other groups on the Reserves in order to ensure that the maximum numbers of people are informed.
- b) Having made sure that complete information is provided to all the people concerned steps should then be taken to bring about involvement of other Educational authorities in the Provincial Field with the objective of their eventually taking over these programs.
- c) Recruitment should be a continuing process, to this end application forms are distributed as widely as possible, and are carried by Placement Officers and Teacher Counsellors for use as they encounter possible candidates in the course of their work.

The application forms require the signatures and recommendations of the Chief or a Concillor and the Agency Superintendent by whom they are immediately channelled to Regional Office together with his recommendations and background information on the candidate.

Regional Staff process the applications and reply to the candidates giving details of the course and commencement dates.

During the first two weeks of October a team comprised of a Teacher-Counsellor, a Placement Officer, and the upgrading teacher visit each Agency and interview the applicants, giving a short orientation talk, a series of tests to establish their educational level, followed by a personal interview of approximately 20 minutes.

Following this, the findings are evaluated and selections made and all candidates advised of their acceptance or rejection - usually within two weeks.

Upgrading teachers are employed on a 10 month basis, and are thus available to work with Teacher Counsellors in obtaining boarding homes in the urban centres concerned.

It is most necessary that the course should include a follow-up program

designed to keep in contact with the graduates and assist them in their establishment. There exists a serious gap in this phase due to staff shortage.

- d) One of the large areas presently neglected by our program is the young married couples in the 18-25 age group, many of them with children; at present it is difficult to accept them for further training due to the financial costs involved in keeping the families. It is recommended that we take steps to establish how large this group is, and how many are interested in further training, and that the opportunity then be made available to them aided by Welfare assistance for the family.
- e) Where upgrading courses are established under the Federal-Provincial agreement, they should be used extensively for applicants who do not require special upgrading under our program.

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SYNDICATE NO. 3

PROBLEM - Vocational Education

Throughout Canada greater emphasis is being placed on vocational education. What impact is this making on Branch education programmes -

- a) Are provincial and municipal school authorities aware of the Branch support still available to Indian pupils in their schools?
- b) To what extent are Indian students receiving guidance on choice of careers and training?
- c) What is the role of the following in arranging for students to receive Vocational Training?
 - 1. Classroom Teacher
 - 2. Education Specialist
 - 3. Placement Officer
 - 4. Teacher Counsellor.

REPORT

- (A) The first question was discussed but most members did not have sufficient information to state whether communication with Provincial Education Administrators was adequate. They did feel however that more information regarding Indian Affairs Branch policies should be provided to the teachers and principals.

The group also felt that generally speaking Provincial Education Authorities were not sufficiently aware of their responsibilities to people of Indian status living on taxable land - i.e. they should be treated the same as all non-Indians. It was felt that the responsibility for seeing that this information reached Provincial administrators rested with Indian Affairs Branch.

- (B) Decided that there were specific problems -

- a) Graduates from High School and Vocational Schools arrive at Placement Office with no awareness of employment opportunities.

- b) Academic students were not aware of vocational opportunities other than those requiring additional formal vocational training.
 - c) There are students who have left school, are unemployed, have academic prerequisites for either vocational training or employment, and seem unaware of and uninterested in opportunities that may be available.
 - d) Occasionally students find at the upper high school level that they do not have the correct course prerequisites for further training in the vocation of their choice. This problem is also evident at the vocational training level.
 - e) Students occasionally find that they are well along in a vocational training program before realizing that they actually want a different type of training.
 - f) Students are sometimes placed in the available job rather than in employment which suits their interests.
- (C) 1. Classroom Teacher - Referral to proper officer. Must be knowledgeable in the field of referral. Inspire child to go on in school.
2. Education Specialist - Should coordinate guidance. Liaise with placement and make sure that guidance information reaches pupils. That pupils requiring placement reach the Placement Officer.
3. Teacher Counsellor - Counsel students to remain in school. Provide vocational information. Obtain employment information from Placement Officer. Personal guidance for life. Liaison with Provincial Guidance Officers who deal with students directly. Refer students to Placement Officer.
4. Placement Officer - Provide information to Education Specialist and Teacher Counsellor. If at all possible should not give individual vocational guidance to students.

Recommendations:

- 1. Prime responsibility for vocational and academic guidance rests with Education Division.
- 2. Prime responsibility for obtaining information on employment opportunities and feeding this information to Education Division rests with Placement.
- 3. Many pupils outside the education stream require counselling. Assistants with support from Placement Division should keep students and parents and band councils informed of opportunities.
- 4. Teacher Counsellors should assume guidance function as a major concern.

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SYNDICATE NO. 4

PROBLEM - Natural Resources

Primarily our efforts are towards integrating our Indian people into the general community and the employment pattern but many will continue to cling, and be better adapted, to the use and development of natural resources available. While much has been accomplished in the field of utilization of these resources, difficulties are still being experienced in inculcating those principles of good management that lead to full utilization. What steps should we take to -

- a) Encourage Indians to utilize resources more fully and on a sustained yield basis?
- b) Develop these natural resources within the precepts of good management and proper conservation?
- c) Encourage more Indians to develop the farming, grazing, timber and resort potential available?
- d) Foster a greater interest among Indian people in the expansion of existing secondary industries or the development of new industries on or near the reserves?

REPORT:

At the outset the Committee agreed to accept the preamble to the problem.

- a) It was unanimously agreed that every encouragement should be given, in fact, it was thought to be an essential part of our program to develop untapped resources on a sustained yield basis. The committee listed the steps which are basic.
 - 1. To develop an inventory of resources both human and natural, and it was emphasized that this inventory must determine what proportion of the population could be supported by any given resource so that it would not impair a sustained or in perpetuity yield.
 - 2. Once the inventory was completed it follows as a prerequisite that the Indian people must be involved in the utilization of these resources.
 - 3. It was further thought that a planned management program of all resources be interpreted and managed concurrently, wherever possible, to provide a continuing economic stability amongst the reserve residents rather than a part time seasonal employment opportunity. This may be achieved -
 - a) Through the use of ARDA and other outside agencies such as University Research Councils commissioned to do feasibility studies.
 - b) Through the training of Indians.
 - c) Through the actual participation of Indians.
 - d) Through the use of our own Branch Regional specialists working in co-ordination with the wishes of the Indian people who are made aware of the depletion or lack of use of resources through improper planning and approach - that is, on a planned basis.

b) The Committee felt that

1. The purchase of services, outside the Branch - preferably outside agencies - are necessary, that is scientific management and supervisors. This could also include agreements with Provinces which would include these services.
2. An educational program should be developed to provide training and to disseminate information to Indian groups so that they may become involved in projects and project managing.
3. It is essential that plans for projects be developed at the Agency level and formulated at the regional level (NOT Headquarters) but in conjunction with Economic Development Agency and Educational staffs.

Finally

4. It was recognized that projects in many cases can only be launched when the Indian people are awakened or motivated to take the initiative. To develop this initiative it was felt that Agency and Regional Staffs should be exposed to an expanded program of staff training and direction.

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DISCUSSION FOLLOWING COMMITTEE REPORTS

- Q. Did group one suggest that education programs had been a failure and that adult education should not be continued?
- A. No. The intent was that our first concern should be motivation of the Indian to accept and to make full use of the programs which are now available to him.
- Q. What has been the effect of socialization instruction and therapy in upgrading courses?
- A. Some success has been experienced with the concept; however it is too early to positively identify this success. It was suggested that more can be accomplished by the selection of good boarding homes, than by instruction in the classroom. Alberta's group psycho-therapy experiment was described. This is considered tentatively successful at this early date. It was generally agreed, however, that the real determinant of a student's successful integration is the breadth of his environment.

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THE COMMUNITY EMPLOYMENT PROGRAM IN SASKATCHEWAN

The community employment program in Saskatchewan has been developed upon the following lines.

Four persons from Regional Office were appointed to form a committee to develop the Community Employment and Winter Works programmes within the Region, and to follow these programs through, thus, providing assistance, guidance and co-ordination for the program at Agency level.

As a result of the formation of this committee, weekly meetings were held at the Regional Office with plans and programs being finalized to include arrangements to carry this information to the Agency.

Each member of the committee was given the job of taking this information to the Agencies assigned to him. He would work with them throughout the program, assist in setting up Agency and band committees, thereby ensuring the fullest possible involvement all along the line. Furthermore, the Agency was encouraged to conduct weekly meetings where programs could be assessed, also when problems were encountered, corrective measures could be devised.

Indian people when approached showed active interest and real enthusiasm in the program. Their suggestions with regard to projects showed sound judgment and in many cases did a great deal toward developing a sense of partnership between themselves and Agency staff. Let me assure you, by and large, Indian people in Saskatchewan are not happy with the prospect of living on relief assistance. They looked to these programs as a means of earning their own living, which in turn would bring about a feeling of independence and self-reliance.

In planning the Community Employment and Winter Works programs for 1963-64 and again for 1964-65, band councils were used to a much greater degree than one year ago. While they did consider planning for 1964-65 somewhat beyond them, it has planted in their minds, even if only in a small way, the need for planning for their future.

While no attempt has been made to outline here the projects undertaken or planned, every effort has been towards the development of a program that would have a long range beneficial effect upon the reserves.

In order to facilitate regular reporting on projects undertaken, progress reports were made up and Agencies were requested to submit these every two weeks. Information requested on this form is as follows: Agency, Band, particular project. The amount of money allotted to the project, with the breakdown of money expended on the project to the date of the report. Date commenced, progress to date, and any additional comments the Superintendent or Assistant may consider appropriate. This report is dated and signed by the Superintendent or Assistant concerned.

The timing of these programs is important; they have resulted in greatly reduced relief costs during the periods in which they are undertaken, and are stimulating amongst Indian people improved attitudes towards reporting to work on time as well as reporting to work regularly. However, most important of all, it provides opportunity to promote feelings of dignity and pride because of economic independence.

DISCUSSION FOLLOWING PRESENTATION:

- Q. Who is responsible for accounting, timekeeping, etc.?
- A. In most cases Indian supervisors.
- Q. Were all programs conducted on reserves?
- A. Generally speaking yes. It is hoped this year to extend off reserves in a few instances.
- Q. Is there a tendency on the part of people to look on this as a substitute for other work off the reserve?
- A. On the contrary, the reverse was true and when the C.E.P. commenced men went to their traplines who might otherwise not have gone.

- Q. Was there difficulty in convincing Indians to develop projects with long term benefits rather than projects of immediate concern?
- A. Often the Agency staff because of administrative workloads were guilty of this, whereas the Indians thought ahead.
- Q. What was the effect on Agency staffs of these projects?
- A. They tended to break down old generalizations that Indians won't work, and indicated that they would in the proper atmosphere.
- Q. How long has the program been in effect in Saskatchewan?
- A. Since inception of program, but a new look and attitude was adopted last October. We looked upon it as the answer in some areas where other resources were not available.
- Q.. How much money was involved?
- A. \$200,000.00 during last year.
- Q. Your relief costs have not been significantly reduced. Does this indicate that men are leaving jobs to participate?
- A. No. People involved had no jobs to go to elsewhere. Relief has been increasing annually. Last year we held the line on relief costs. It is believed that had the program not been developed, our relief would have been larger by the amount expended on the program.

Observation:

Another benefit of the program besides relief reduction has been the educational effect on the people. In Manitoba some bands have developed and operated the whole program on their own.

Observation:

There is merit in integrated C.E.P. programs where the Indians can gain experiences in working with non-Indians.

- Q. Does B.C. have the same fear that the Indians look upon C.E.P. as a substitute for off-reserve employment with the W.W.I.P.?
- A. No. The Indians seem to show more concern and responsibility where their own funds are involved.

Observation:

In some areas where the welfare + 10% formula was applied projects have failed through lack of incentive. This has been found to be so in more than one area. In Saskatchewan the formula was largely ignored.

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DAY 4

SEPTEMBER 19, 1963

Chairman of the Day - J. V. Boys

9:00 - 9:30 AM	Objectives and Planning
9:30 - 10:15 AM	Committees
	1. Placement and Education
	2. Placement and Education
	3. Field and Resource Affairs
10:15 - 10:30 AM	Coffee
10:30 - Noon	Committees
Noon - 1:30 PM	Lunch
1:30 - 4:30 PM	Plenary Session
	Recommendations and Resolutions
	Summary of Conference

OBJECTIVES AND PLANNING -

The Chairman briefly reviewed the main findings of the conference to this point related to objectives and planning.

The objectives in economic development of all regions represented are in accord with those outlined in the headquarters summary of objectives and programs.

Regional differences, however, make it impossible to formulate plans which will apply to western Canada as a unit.

The conference has revealed a widespread feeling that we are not in full communication with the Indians; that our programs are being imposed rather than requested.

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COMMITTEE 1.

PROBLEM

1. In the field of Placement how can Branch administration procedures be simplified and streamlined to ensure maximum programme participation with a minimum of clerical and paper work?
2. It is quite evident that if many of our Indians are to find employment they must be prepared to move away from the Reserve. What can be done to help these people relocate their families?
3. There are large numbers of young married men and women with dependents who do not have salable skills and who are unemployed for considerable periods of the year. What provisions can be made for dependents while the head of the household is receiving training to better equip him for employment?
4. What improvements can you suggest in inter-divisional and inter-disciplinary relationships?

REPORT

1. A study has already been made at Branch HQ by the Methods and Procedures Division toward a substantial reduction and consolidation of existing forms; it is recommended that similar studies be made at Regional level.

The Treasury Department is in the process of decentralizing their structure to the end that they will eventually have an office in each Region with which we will deal directly. This, too, will alleviate some of the load.

The Committee recommends that Branch HQ should make an immediate review of statistical forms with a view toward their simplification.

The Committee further recommends that Branch policy in the matter of repayment should be reviewed.

The Committee feel that with the above, and in view of the studies being made by Methods and Procedures Division, further steps should, for the time being, be left in their hands.

2. Orientation and guidance counselling of the family should be provided on the Reserve to prepare them for the transition to urban living; no relocation should be undertaken unless adequate follow-up services are available.

The Committee is concerned with the lack of information on our programs that reaches the Indian people, and feel that immediate steps should be taken to close this gap - as a beginning, a simple brochure might be prepared.

3. It is of vital importance that further training opportunities be extended to the young married groups. In order to do this, it is essential that financial assistance be provided to enable the family to accompany him to the urban centre. It is therefore recommended that this aspect receive immediate study at Branch HQ level to make this assistance available.

4. It is recommended that Branch HQ re-organization be completed as soon as possible, and that Regional Supervisors be consulted before any major policy changes are instituted affecting the Regions and Agencies.

It is recognized that a lack of communications exists at Region and Agency levels. Branch HQ cannot be held responsible; it is a Regional and Agency problem.

Communication and co-ordination at all levels within the Region should be structured through regular sessions at which frank discussion will make all members fully aware of the aims, objectives and mutual problems either present or anticipated in their programmes.

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COMMITTEE 2 PROBLEM

1. What sources of financing are available to Indians other than through Indian Affairs Branch - e.g. Revolving Fund Loans? Are Revolving Fund Loans serving this purpose? In what manner and by what means can they be made more functional?

2. What steps can be taken to interest private industry to establish operations on Reserves?

3. Discuss the role that Trade Unions can play in Placement?

4. Past experience shows that Co-operatives and Credit Unions operated by and for Indians have proved unsuccessful. This movement has proved highly successful in many undeveloped countries. In what respects has it failed among Indians?

REPORT

1. Bank loans are being used. Credit Unions on reserves are being used. Reliability of the borrower is required and this has been successfully established in numerous cases, but this does not exceed perhaps 5% of the people. Farm improvement loans are also being used successfully in some cases. In B.C. an example was cited of an on-reserve motel plan requiring a loan of \$40,000.00. This was brought to Indian Affairs Branch as a proposed revolving fund loan for four persons. After Regional deliberation a chartered bank was approached to provide financing but this required Indian Affairs Branch guarantee. The Industrial Development Bank was approached and after full investigation

the full amount of \$40,000.00 was secured. This is apparently the first such major break-through in this line. Interest rate of 8% applies and the venture is off to a successful start.

Section 89 was overcome by the incorporation of a limited company by the participants. This is not always possible for Indians due to the fact that their progress has not reached the state required to formulate such a plan.

Housing mortgage loans have been used. C.M.H.C. has granted loans to Indians for housing in some cases. Finance Companies have been used to some extent by individuals but this is an expensive source of funds. Fishing companies have advanced Indians required funds for fish boats on the coast, and to some extent in inland fisheries operations.

With the exception of building on reserves, Revolving Fund Loans are fulfilling a real purpose for small projects and such funds are adequate for immediate needs.

A suggestion was made that in lieu of the Revolving Fund Loan program, Indians be encouraged to use normal borrowing facilities with Indian Affairs Branch acting as guarantors for reliable applicants.

This is not applicable to all ventures as on some occasions Revolving Fund Loans are granted on a calculated risk basis where a reasonable hope of success is indicated. Banks might not extend a sufficient limit of time to get a new venture into full volume operation.

Recommendations:

It is preferable that Indians use their own resources for their own benefit rather than leasing such assets to non-Indians.

a. To accomplish this the Branch should amend Section 88 so that outside funds might be more readily available to projects involving the Indian's real property.

b. The Branch should have a definite program of making full information available to Indians regarding possible sources of loans. Our own staffs should be fully informed of all such sources of credit available. For example, the Department of Trade and Commerce publishes a booklet entitled "How To Run A Business" which includes information about sources of credit, etc. Available from Queen's Printer, 50 cents.

2. Consideration should be given to securing services of industrial consultants to evaluate assets on reserves with a view to attracting private industry. Potential can be spoiled by piece-meal leasing. Planning is essential on long-term basis.

Recommendation:

It is recommended that Indian Affairs Branch undertake the responsibility for sparking this survey activity and also that the Branch promote the inclusion of Indians in the employment that results.

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3.

There is a growing interest on the part of Unions in employment opportunities for Indians. Trade Unions have a specific role to play in Indian placement. Before full involvement of unions can be effected, however, the committee felt that interpretation of the Indian worker, his needs and his place in the economy is required. This interpretative work can best be done by Branch placement specialists.

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4. Co-operative and Credit Unions

There was some disagreement with the statement in the question that co-operatives and credit unions operated by and for Indians have proved unsuccessful. Success cannot, we believe, be measured solely on a dollar and cents basis, as the learning achieved by Indians through their involvement in these programs is considered highly important.

Where success has been limited, this can possibly be attributed to a lack of sufficient research and ground-work preceding implementation of the project, and a tendency on the part of organizers and operators to show quick financial profit rather than to proceed at a slower pace which will permit the Indian participants to learn and develop required skills.

Two approaches to the development of successful co-operative ventures were recognized and each was considered to have its merits-

- a) the traditional method of doing extensive indoctrination in the community to develop a desire on the part of the people to form a co-operative organization to meet a specific need.
- b) the expedient method whereby projects are organized without the participants necessarily having a working knowledge of co-operative principles and techniques. With a capable project manager this knowledge can be imparted to the participants during the course of their involvement in the program so that within a reasonable time a true co-operative venture will result.

To be in a position to assist in or lend encouragement to the development of co-operative ventures on Indian reserves certain ground-work must first be done in all regions. This includes:

- a) the establishment of liaison with co-operative authorities from provincial governments and the co-op movement itself.
- b) dissemination to Superintendents of all information available on the co-op movement, the resources available to lend assistance, etc.

An attempt to identify responsibility for the various aspects of economic development considered by this committee led to the revelation that in three of the four western regions responsibility for co-ordination of some aspects of economic development at the regional level is being delegated to the Regional Placement Officer. The Placement Officers in their committee earlier in the week concluded that placement demands alone make it impossible for the regional specialist to develop an effective program. The adverse affect of expecting these officers to broaden their efforts beyond the field of placement is

self-evident and this committee therefore recommends:

That an officer whose responsibility will be to co-ordinate the activities of the economic development specialists and to direct the operation of the economic development program throughout the region is required. (This officer would have the same relationship to economic development as the District Superintendent of Schools has to education).

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COMMITTEE 3.

PROBLEM:

1. What measures can this Department take to stimulate the production of handicraft to assure a good market, to maintain a product of high standard and to safeguard the Indian against outside competition?
2. What can be done to encourage the Indian as a small business man?
3. In what manner and by what means should we take advantage of Provincial facilities to effect improvements in resource development?
4. What improvements can you suggest in inter-divisional and inter-disciplinary relationships?

REPORT

1. The Committee identified the following as measures which would stimulate production and marketing of quality Indian handicraft and safeguard the Indian from outside competition:

- (a) Provision of raw materials by the means available to us and appropriate distribution.
- (b) Assistance in marketing - 1. Local co-op set up.
2. Branch program in isolated areas.
- (c) Continuing efforts locally on part of existing staff - with expectation of further results on hiring of new handicraft officer.

(d) Continuation of present policy whereby non-genuine Indian handicraft is identified. Violations of this policy should be referred to the proper authorities for action and in addition a request should be made that the said proper authorities make periodic checks in the sales industry.

2. We acknowledged that encouragement of Indian enterprise on and off Reserves is a part of our responsibilities.

The Committee agreed that progress could be made in this field and recommended:

- (a) Continuing financial assistance by the Branch where necessary and direction to established financial institutions where feasible.

- (b) Training - on the job, apprenticeship, etc. supplemented by special courses.
 - (c) Continuing survey and assessment of the total situation on a regional and local basis.
3. The Committee agreed that the purchase or receipt of Provincial services are required not only for physical reasons such as insufficient staff but also in line with our hope that eventually Indians will become ordinary Canadian citizens.
 4. We take the view that if there are problems in inter-divisional and inter-disciplinary relationships or if improvement is required in these relationships since the matter is one of administration, the administrator has the main responsibility of achieving, through organization and direction of his staff, the necessary results.

Within each Region the Regional Supervisor has as his staff all individuals in the Branch and if improved cooperative effort or teamwork, if you like, is the requirement as it should be, then the Regional Supervisor is the logical individual to effect same.

By way of improvement as the question reads we submit that it is vitally important to remember that each and everyone of us is an Indian Affairs Officer and as such we are clearly involved in the pursuit of the same basic objectives. If we are hopeful of achieving any real and concrete results we must recognize our common aspirations and goals and work as a team dedicated to winning the "battle".

For the benefit of those not attached to a particular Agency, excepting the Regional Supervisor, it should be clearly understood that the Agency Superintendent has his own staff and responsibilities and cannot logically be expected to function properly and adequately unless he plays the major role in implementation of branch policies within his zone of responsibility.

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DISCUSSION FOLLOWING COMMITTEE REPORTS:

With respect to the need to disseminate information to the Indians about programs available to them, cited by two of today's committees, the B.C. region described a newsletter which it has recently begun publishing and distributing to all Chiefs and Councils throughout the Region. Mr. Barnes also recounted the success of a newsletter that he published while supervisor of a school district in Alberta.

One delegate indicated he considered that the Revolving Fund Loan program tended to discriminate against the more reliable Indian. Oftentimes Indians who have through their own efforts established good credit ratings are told when applying for Revolving Fund Loans that they should avail themselves of the credit institutions which exist outside the Indian community. These of course levy greater interest charges than is the case under the Revolving Fund Loan program.

Mr. McGilp wished to put on the record that Saskatchewan would not like to see an increase in the interest rate because of problems in another region which have not to date been encountered in Saskatchewan.

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As a result of the suggestion of Syndicate 3 on Day 1 that the placement program should be incorporated in the Education Division, a sub-committee was appointed to give further consideration to this matter. This sub-committee reported to the general session as follows:

There has been a suggestion and considerable discussion regarding the transfer of certain placement duties to education personnel. Specifically it has been suggested that Teacher Counsellors be made responsible for placing in employment those graduates of vocational and professional courses whom they have been counselling while the students were pursuing their courses.

Your Committee has discussed the suggestion and while we see merit in the suggestion we have also been made aware that there are great differences between regions in regard to numbers and types of Teacher Counsellors, number of vocational graduates and the priorities the various specialists have established.

Because of the variations between regions, your Committee recommends that the involvement of Teacher Counsellors in employment placement be left to the individual regions to work out for themselves.

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RESOLUTIONS

The following resolutions were adopted by a committee-of-the-whole, for consideration by the appropriate officials:

RESOLUTION 1 - That the following reply be made to the kind and inspirational words extended to the Conference delegates by our Acting Deputy Minister, Lt. Colonel H. M. Jones:

"Delegates of the western Economic Development and Education Conference thank you sincerely for your warm greetings and words of inspiration and challenge.

We regret that you were unable to meet with us to personally receive our sincere best wishes which the group wishes to extend by this wire as you contemplate termination of your formal association with the Branch.

We hope that this conference has met the challenge which you posed to us and that this will be reflected in the conference minutes."

The following reply was received from Colonel Jones following the conclusion of the conference:

"I do appreciate the expression of loyalty and good wishes contained in your telegram from Banff, and want to place on record how deeply I was touched by it.

I am rapidly nearing the end of my career in the government service, most of which has been with Indian Affairs, and, quite frankly, at times -- through pressures and stress of the day -- we do wonder if anything has been accomplished; but the words of your telegram have convinced me that working in Indian Affairs is a career unto itself, in which the satisfaction comes from working with human beings, both the Indians and staff, and no one can ask for more!"

RESOLUTION 2.

That steps be taken to appoint officers who will have no administrative responsibilities but who will work with the Indian people to assist them to be involved in programs that will meet their needs.

(References - Report - Field Officers Syndicate - Day 2
Report - Placement Officers Syndicate - Day 2
Report - Syndicate 1 - Day 3
Report - Syndicate 4 - Day 3
Reports - Syndicates 2 and 3 - Day 1)

RESOLUTION 3.

That there is an urgent need for a District Employment Specialist at the Regional level to allow the Regional Employment Specialist to devote his time to overall planning, programming and co-ordination of the various elements in the original terms of reference.

(References- Report - Placement Officers Syndicate - Day 2
- Report - Syndicate 2 - Day 4).

RESOLUTION 4.

That the upgrading program be extended to include all potential applicants.

(References - Report - Syndicate 2 - Day 3
- Report - Syndicate 1 - Day 4)

RESOLUTION 5.

That a strong Branch program of leadership training should be pursued -

(References: - Reports - Syndicates 1 and 2 - Day 1 P.M.
- Presentation 1 - Objective One - Day 3 - A.M.)

RESOLUTION 6.

That an immediate study be made of the manner in which financial assistance can be provided to enable families to accompany trainees to the training centre for the full duration of the course.

(Reference - Report - Committee 1 - Day 4 and Discussion following Committee Reports - Day 3 - PM)

RESOLUTION 7.

That the Branch should be prepared to purchase outside professional services to supplement any of its economic development programs, as the need arises.

(References - Report - Syndicate 4 - Day 3
Report - Syndicate 2 - Day 4)

RESOLUTION 8.

That Branch Headquarters should make an immediate review of forms, and specifically statistical forms, related to the Placement Program with a view toward their simplification.

(Reference - Report - Committee 1 - Day 4).

RESOLUTION 9.

That ample consultation with the Regional Supervisors should precede major changes in organization, policy and procedures which affect the field administration.

(Reference - Reports - Committees 1 and 3 - Day 4)

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Following the adoption of resolutions, the Chairman of the Day concluded by reviewing the objectives of our programs as confirmed by this Conference. These are:

- (a) To put the maximum number of Indians to work in the Canadian economy.
- (b) To utilize to the greatest extent possible for the benefit of the Indians, the natural resources of the country, both on and off reserves.
- (c) To reach the individual Indian to ensure maximum participation and involvement in the solution of his own problems and the eventual transfer of that responsibility to the Indians themselves.
- (d) The instruction and motivation of the general public toward greater acceptance of the Indian people, with a view to the eventual transfer of administrative responsibility to those agencies and departments of government, Dominion, Provincial and Municipal which serve the general Canadian public.
- (e) We should also seek to clear and improve our own lines of communication to think of ourselves as a team rather than a series of separate divisions. Improve esprit de corps.

These objectives were ratified by the assembled delegates and the Conference was adjourned.

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LIST OF DELEGATES IN ATTENDANCE

J. D. Addison	Regional Placement Officer	Vancouver
B. Ash	Agricultural Supervisor	Vancouver
B. V. Baich	Field Officer	Edmonton
F. Barnes	Guidance and Adult Education	Ottawa
A. J. Boisvert	Regional Placement Officer	North Bay
J. V. Boys	Indian Commissioner for B.C.	Vancouver
C. P. Brett	Forestry Officer	Vancouver
D. Browne	Junior Executive Officer	Vancouver
F. A. Clarke	Regional Supervisor B.C.	Vancouver
J. H. Cole	District Placement Officer	Nanaimo
R. M. Connelly	Regional Superintendent of Schools	Saskatoon
Jules D'Astous	Chief, Economic Development Division	Ottawa
D. H. Gimmer	Fur and Wildlife	Ottawa
G. K. Gooderham	Regional Superintendent of Schools	Edmonton
R. W. Grinsted	District Placement Officer	Regina
A. H. Harris	District Placement Officer	Thompson
L. C. Hunter	Regional Supervisor of Indian Agencies	Edmonton
D. L. Jackson	Senior Placement Officer	Ottawa
A. J. Karch	District Placement Officer	Calgary
R. Kendall	Field Officer	Vancouver
H. Krentz	Field Officer	Winnipeg
A. G. Leslie	Regional Supervisor - Manitoba	Winnipeg
J. G. McGilp	Regional Supervisor - Saskatchewan	Saskatoon
N. K. Ogden	A/Regional Supervisor - District of Mackenzie	Fort Smith
J. Rayson	Regional Placement Officer	Winnipeg
S. C. Read	Field Officer	Saskatoon
R. F. Simonite	Assistant Placement Officer	Winnipeg
J. Slobodzian	Regional Superintendent of Schools	Winnipeg
R. M. Sutherland	Regional Placement Officer	Edmonton
T. A. Turner	Relieving Superintendent	Edmonton
O. N. Zakreski	Regional Placement Officer	Saskatoon

EVALUATION

It is considered that the benefits of the Conference will be best measured by reviewing program developments in each Region in three to six months time.

An on-the-spot evaluation was carried out during the last session of the Conference, when delegates were asked to write brief comments under four headings: Expectations, Highlights, Weaknesses, Other Comments. These comments are as follows:

Expectations:

- More than met.
- Better planning, better co-ordination of Specialist services adding up to better service to the Indian people.
- Would bring out new ideas, new goals, new ambitions.
- Learning process, information sharing, opportunity to objectively review programmes, opportunity to formulate new approaches in existing programmes, opportunity to formulate new revolutionary programming.
- Fulfilled.
- More than fulfilled.
- An exchange of ideas, clarification of policies and future plans of the Department of Indian people.
- I came to the Conference in the fortunate position of being able to expect that, due to my recent entry into the Branch, I would get a great deal of help and information from the other attendants. My expectations in this regard have been more than met. While I agree our findings have not been revolutionary overall, I feel a great deal of success has been attained not only in the recommendations evolved but in the clarification of our thinking and evaluation of our aims and problems.
- Completely fulfilled.
- Met.
- Fuller co-operation of various field specialists in developing co-ordinated programs both at Regional and Reserve levels.
- A frank assessment of our present programs and general direction for achieving objectives. These have been partially met but I believe time severely limited the full achievement of these.
- Fulfilled completely - am looking forward to the future.
- a) Definition and clarification of economic development objectives and their relation to other Branch programs, especially education.
- b) A deeper insight into reasons why Indian Affairs Branch programs do not have the impact on the community we usually expect. c) Ways and means of remedying (b) above.
- Viewed prospects with considerable apprehension.
- Met with success. I came to learn and I did learn many important things from my colleagues in Indian Affairs.
- Specific review of achievements, specific role of placement officer, priorities to be established, some review of staff requirements and future planning, a meeting of minds.
- Realized.
- Beyond my expectations.
- Well fulfilled.
- Closer co-ordination of effort between existing staff in attaining the common objective of maximum employment in wage economy.
- Fulfilled.
- Met to a large extent.
- A more comprehensive grasp of our total program in placement.
- O.K.

Expectations (Cont.)

- Greater co-operation increased, effectiveness, greater understanding, work satisfaction and personal happiness.
- To learn of problems experienced in other Regions and of various attempts for solution in the hope they may be applicable to those in my own Region. To gain a general insight into all aspects of Indian Affairs. To learn of programs planned at Headquarters.
- Concrete answers to definite problems arising locally and nationally.
- Pooling of problems and ideas. Development of sympathetic understanding among members of group.
- I did not expect that the Conference would be able to settle the number of major philosophical considerations that the Indian Affairs Branch is confronted with.

Highlights:

- Meeting and discussing problems of mutual interest with my colleagues across western Canada.
- Greatly improved morale. We are working in the right direction with a dedicated staff.
- Headquarters representation and contribution. Freedom of discussion. New goals set.
- The Conference was a learning experience and provided an excellent opportunity to share information, learn new techniques, and revitalize one's thinking. Many useful recommendations came out of the Conference. Highly successful as a whole.
- Emphasis on importance of co-ordination of all Branch efforts.
- Small group discussions.
- The fact that a team approach is essential at a regional level.
- I think that, for me, the highlights have occurred in committee, particularly on those held on Days 2 and 3.
- The probing of plans producing the desired results. Also the fact that our own weaknesses were uncovered and corrected.
- Full co-operation.
- Definition and recognition of the gap between I.A.B. programs and administration and the needs of the Indian people, and willingness to attempt to bridge this gap.
- Syndicate discussions - these were generally most frank and stimulating.
- a) Strength in character of Indian Affairs Placement. b) Sincerity by all. c) The efficient method in the way the Conference was handled and self satisfaction obtained even though the Indian situation is complex and enormous.
- Sincerity and honesty prevailing in discussion. Sid Read's "introduction" to C.E.P.
- Lasted two days.
- The frankness and honesty of discussions in committee or general sessions. Discovery of the fact that the Branch's policy and objectives are A - O.K.
- Self-analysis preceding Conference. Opportunity of sharing views frankly with fellow workers. Lack of too specific structure. A realization that we are on our own more than we thought.
- Obviously a growing belief that involvement of Indian people at reserve level in the solution of most if not all their problems is not only possible, but essential.
- Formulated methods and procedures to free me from the evil monster of Indian Affairs to perform my function more effectively with less toll on my personality and resources.
- Expression of the need for the closest co-operation at all levels of the Branch.

Highlights (Cont.)

- Information on use of purchasing services from outside Agencies. Information on additional positions considered desirable.
- Opportunity to sit back, evaluate and examine Regional programs in relation to the aims of E. Division and compare with other Regions.
- Broader concept of the role of the Placement staff - our task is Economic Development. Freedom within our own Region to develop programs according to our Indians needs, strength and objectives.
- Expectations were realized through a better understanding of our program as presently constituted.
- Consensus - programs should be reserve oriented and bases - reserve worker without administrative duties.
- The feeling of belonging to a group which would appear to now be a team, with common goals and objectives.
- General success of creating a soul-searching learning situation leading to recommendations for action.
- Evident goodwill and co-operativeness amongst all delegates.
- Feeling of mutual concern between members of both Divisions.
- The feeling of the general assembly - they were indeed Indian Affairs Officers and that it was a major part of their task to return to the Indian people with the sort of encouragement, assistance and advice that they must be firmly involved in the solution of their own problems.

Weaknesses:

- None apparent.
- Accommodation not too satisfactory.
- Not enough time permitted to discuss many important questions and thus not enough time devoted to developing new programmes.
- At least 2 Superintendents from each Region should have attended.
- One day too long.
- There was a greater need to pinpoint specific problem areas rather than make generalizations although this trend diminished towards the end of the Conference.
- The only weakness of importance noted was the size of the Placement Committee on Day 2 which seriously hampered the arriving at conclusions.
- Absence of Agency Superintendents or representation from Superintendent level.
- Regional differences. Lack of a more complete coverage of Education Division's role in overall picture.
- Insufficient opportunity for some field specialists to voice their opinions and tendency to defer to Senior Officers opinions.
- Final day was devoted too heavily to procedural and operational matters while time devoted to development of conclusions and recommendations was much too short.
- Can think of no weaknesses at this time.
- Too much time spent on rather insignificant or irrelevant subjects.
- Questions for discussion which were too restrictive or insufficiently important.
- Communication. Difficulty to think in terms of fundamentals necessitating resorting to personal experiences, identification of trees rather than the forest.
- Representatives from too many disciplines tended to water down discussions - superficial, general, not enough analysis in depth. Conference important enough to have warranted better representation from senior headquarters officials.
- Possibly better wording and more prompt consideration of recommendations (in plenary session) would be advisable.
- No comments.
- Lack of steering "in committee" to accomplish more in the time allotted.

Weaknesses (Cont.)

- Discovery of differences existing in Regions which forbid use of a common plan.
- Second Day - limited concept of some of our people, though this gave me great insight.
- Satisfied in all areas and I would like to express my appreciation for the order which was apparent throughout.
- Some committees were too large which precluded discussion by all participants.
- Some re-hash in agenda topics and difficulty in staying within the prescribed agenda.
- Discussion and recommendations still tend to be too general. "Grass roots" need more nourishing.
- Pace of Conference was fast and the work load was heavy thus depleting much of our energy by the fourth day.

Other Comments:

- A follow-up Conference within two years to check on progress which I am sure will result from deliberations and recommendations from this Conference and redirect procedure and programming.
- A well organized, successful Conference.
- A stenographer should have been included on the administration staff.
- Very well organized Conference. Suggestion for future evening sessions so that at least one half day be free to sight-see, shop etc.
- It has been both an enjoyable and instructive experience.
- For future guidance a "qualified" stenographer should attend.
- Next time let's be definite about allowing recreational time which attractions are open for business, or visible by day light.
- I believe that this Conference developed a group approach which has been lacking in previous Conferences. Participants discussed and attempted to solve actual problems.
- Would have liked at least one P.M. for looking around.
- Evaluation meetings in three to six months essential.
- Thanks to Alberta Region for a well-organized Conference. More severe "stream-lining" required in Conference agenda.
- Grand group of people to be associated with.
- The sun shone on the last day - after many that were cloudy. It was indication of the session "from darkness into light". We should have more.
- A more carefully scheduled and detailed agenda in advance might result in prior thought and more concrete results.
- An extremely successful Conference.
- This is the second such Conference that it has been my privilege to attend. It has been my experience that the involvement of Education Division is necessary to arrive at an understanding of the present and future plans of Economic Development in employment and placement of Indians in reserve and off reserve work situations. My opinion is still firm that the future success of the Indian people lies in their involvement and absorption into the general economic and social life of the Canadian people. To achieve such a goal a continued effort and concentration of the Education Division must be directed towards a high standard of elementary school education to the fullest potential of the Indian pupil. On this attainment is based a reasonable assurance of success in a sufficient amount of high school training that will enable the Indian youth to acquire the necessary skills for his acceptance into the Canadian social and economic life. While Education Division is aware of the special programs to meet deficiencies of the immediate problems of the unemployable and is prepared to co-operate in all "crash" programs, we want other Divisions to realize that we must not lessen the effort of our main education program.