



**A REVIEW OF ACTIVITIES**

**1948 - 1958**

**INDIAN AFFAIRS BRANCH**

**DEPARTMENT OF**

**CITIZENSHIP AND IMMIGRATION**

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## *General Information*

The Indian Affairs Branch became a branch of the Department of Citizenship and Immigration by The Department of Citizenship and Immigration Act, 13 George VI, Chapter 16, 1949. The transfer from the Department of Mines and Resources to the new department was effective January 18, 1950.

The primary function of the Indian Affairs Branch under the Citizenship and Immigration Act and the Indian Act is to administer the affairs of the Indians of Canada in a manner that will enable them to make the necessary adjustments to become fully participating and self-supporting members of the communities in which they live. The functions of the branch include the management of Indian Reserves and surrendered lands, trust funds, education, social welfare, economic development, descent of property, band membership, enfranchisement of Indians and a variety of other matters.

### BANDS AND RESERVES

The Indians are divided into 571 Bands and have 2,226 reserves or parcels of land set aside for their use and benefit. The distribution of the Indian bands and reserves or land reserved for their use is as follows:

<u>Province</u>	<u>Number of Bands</u>	<u>Number of Reserves</u>	<u>Total Area in acres</u>
Prince Edward Island	1	4	2,741
Nova Scotia	11	40	19,492
New Brunswick	15	23	37,594
Quebec	41	24	178,686
Ontario	111	164	1,558,393
Manitoba	50	107	524,358
Saskatchewan	67	120	1,205,672
Alberta	41	90	1,543,867
British Columbia	204	1,629	820,915
Yukon Territory	15	15	3,535
Northwest Territories	15	10	1,924
	<u>571</u>	<u>2,226</u>	<u>5,897,177</u>

### INDIAN POPULATION

The table below indicates the population by provinces in 1949, 1954 and at December 31, 1958:

<u>Province</u>	<u>1949</u>	<u>1954</u>	<u>1958</u>
Prince Edward Island	273	272	331
Nova Scotia	2,641	3,002	3,435
New Brunswick	2,139	2,629	3,083
Quebec	15,970	17,574	20,127
Ontario	34,571	37,255	41,803
Manitoba	17,549	19,684	22,859
Saskatchewan	16,308	18,750	22,438
Alberta	13,805	15,715	18,632
British Columbia	27,936	31,086	35,289
Yukon Territory	1,443	1,568	1,806
Northwest Territories	3,772	4,023	4,439
	136,407	151,558	174,242

It is significant that the population has increased in a period of about 9 1/2 years from 136,407 to 174,242, an increase of 37,835 or 27.7%. The population is increasing at the cumulative rate of approximately 3% per year. The attached chart shows in graphic form the population since 1924 when the first quinquennial departmental census was taken.

#### BRANCH ORGANIZATION

The organization comprises a headquarters office at Ottawa, 8 regional offices and 89 Indian agencies in the field, each agency being responsible for one or more reserves and bands. The attached chart gives a synoptic outline of the present organization.

The location of the regional headquarters and the number of Indian agencies in each province is shown below.

<u>Region</u>	<u>Location Regional Office</u>	<u>Number of Agencies</u>
Maritimes	Amherst, N.S.	
Prince Edward Island		1
Nova Scotia		2
New Brunswick		3
Quebec	Quebec City	11
Southern Ontario	Toronto, Ont.	13
Northern Ontario	North Bay, Ont.	10
Manitoba	Winnipeg, Man.	8
Saskatchewan	Regina, Sask.	9
Alberta & Northwest Territories	Edmonton, Alta.	
Alberta		10
Northwest Territories		3
British Columbia & Yukon	Vancouver, B.C.	
British Columbia		18
Yukon		1



An expanded range of activities undertaken on behalf of Indians coupled with a rapidly increasing population for whom educational facilities and teachers had to be provided together with a trend toward employing specialists in such fields as social welfare, resource management and economic development has resulted in an increase in staff. The table below gives comparative staff for 1948 and 1958. In 1948 teachers in residential schools of whom there were over 300 were not employed by the Department and are not listed for that year. They are included in the 1958-59 figures as they are now employed by the department.

<u>Staff</u>	<u>1948-49</u>	<u>1958-59</u>
Headquarters	118	213
In field	445	597
Teachers	<u>383</u>	<u>1,221</u>
	946	2,031

#### EXPENDITURES

Increasing population and broadening programmes of assistance have resulted in increasing costs as reflected in annual expenditures for the fiscal year 1948-49 to 1957-58 shown below:

#### Total Indian Affairs Branch Expenditures

1948-49	\$10,379,427
1949-50	12,367,691
1950-51	14,564,856
1951-52	14,055,767
1952-53	15,184,013
1953-54	16,510,729
1954-55	18,024,563
1955-56	21,485,539
1956-57	23,734,799
1957-58	27,851,230

These expenditures do not include the cost of Indian health services which are borne by Indian and Northern Health Services of the Department of National Health and Welfare. The attached graph shows total Indian Affairs Branch expenditures and also those of the main spending Divisions - Education, Welfare and Agencies.

An important development during the ten year period has been the increased emphasis given to the principle of consultation with the Indians on matters of general concern to them. Three conferences have been held at Ottawa since 1951 when Indian representatives met for the first time to discuss proposed legislation. The principle of consultation and co-operation was further extended by holding a series of regional conferences with representatives of councils of Indian bands across Canada. Seventeen such regional conferences have been held since June 1955 at which an opportunity

was provided for exchange of views and discussion of problems between the Indians and officials of the department. In line also with this policy an Indian Advisory Committee selected by the Indians themselves has been established recently in British Columbia to work with the Indian Commissioner in the allocation of a special grant voted annually by Parliament to provide additional assistance to the Indians of that province.

A summary of the main activities carried on during the last ten years is set out under the work of the various Divisions.

## *Agencies Division*

This Division is responsible for general field administration in eight regional offices and 89 Indian agencies; staff management and training; methods and procedures; provision and maintenance of agency buildings and other equipment; construction and maintenance of reserve roads, power lines and water systems; and carries out necessary liaison with Indian and Northern Health Services.

### FIELD OFFICES

The most significant development in the last ten years has been the change in concept of field administration. In 1948, direction, control and supervision of field administration was carried out largely from Headquarters in Ottawa. While there was a regional administration in British Columbia, there were only Inspectorates for the Prairie Provinces and Eastern Canada with Headquarters for the latter located at Ottawa. These inspectorates performed limited functions mainly those of an inspectional nature.

The increasing range of activities and complexity of problems that had to be dealt with in administering the affairs of the Indians, broadened social welfare measures which were shared by provinces and administered by them, and the necessity for intimate knowledge of regional conditions in relation to reserves and problems faced by Indians, required a different type of organization from that which existed. More decentralization of functions was required as well as a more adequate administrative establishment to handle expanded programs designed to improve the status of the Indians, both economically and socially.

To make decentralization possible, Indian agencies were grouped into eight regions and placed under regional offices for management purposes. The former inspectorates were thus replaced and in Ontario, two regional offices established at Toronto and North Bay. New regional offices were opened at Quebec City and at Amherst, Nova Scotia, the latter to serve the three Maritime Provinces of Prince Edward Island, Nova Scotia



and New Brunswick. Certain organizational changes were also made at Branch Headquarters aimed at directing the functions of the Division more specifically to field administration, staff management and training.

Indian Agencies, strategically located throughout Canada, are still the keystone of Branch organization. The development of better administrative facilities has resulted in a decrease in the number of agencies from 98 in 1948 to 89 in 1958. Decentralization of functions and responsibilities to the regional offices and improvement of transportation facilities in some areas have been major factors in permitting the amalgamation of a number of smaller field agencies. On the other hand new agencies have had to be created to provide a more balanced distribution of workload and better supervision of operations. Such was the case in establishing new agencies at Shellbrook, Saskatchewan, and Nakina, in Northern Ontario. New agencies have also been established to serve the needs of some larger groups of Indians living in isolated areas as for example, Island Lake, Manitoba, and Burns Lake, British Columbia. In the Northwest Territories, to keep abreast of developments the agency formerly located at Fort Norman was transferred to the northern outpost of Inuvik, and a new agency created at Fort Smith, where greater liaison with the Northwest Territories' administration could be carried out.

#### FIELD STAFF

With the appointment of staff specialists at regional offices in the fields of social welfare, education and placement and the expansion of programs aimed at developing the economy of the Indian reserves and, in general, improving the standard of living of the Indians, administrative detail and volume of work has increased considerably in practically every agency. The increased workload has resulted in an increase in field staff, from 445 in 1948 to 597 in 1958.

The changing character of field administration made it necessary to recruit better qualified personnel with a broader range of experience. Steps were taken in 1948-49 to establish a new position of Assistant, Indian Agency, to replace the former position of Farming Instructor, with the objective of obtaining personnel whose experience was not confined only to farming operations but who also possessed qualifications in other fields of endeavour such as lumbering, fishing and trapping. The Assistants have been able to relieve the Superintendents of considerable administrative detail and are the main source of personnel for promotion to more senior field positions.

The recruitment of adequately qualified staff with potential for future development has been a continuing problem over the last ten years. Salary revisions from time to time have been of considerable value, especially in the Superintendents and Assistants positions. In addition to this, the recent establishment of allowances to staff in isolated areas will do much to obtain and retain staff. The following table shows the changes in salary structure in the Superintendents and Assistants positions during the past ten years: -

	<u>1948</u>		<u>1958</u>	
	<u>Min.</u>	<u>Max.</u>	<u>Min.</u>	<u>Max.</u>
Superintendent, Grade 3	\$3,060.	\$3,780.	\$6,060.	\$6,780.
Superintendent, Grade 2	2,460.	3,180.	5,430.	5,880.
Superintendent, Grade 1	2,160.	2,580.	4,650.	5,100.
Assistant, Grade 3	2,220.	2,520.	4,230.	4,680.
Assistant, Grade 2	1,920.	2,160.	3,720.	4,170.
Assistant, Grade 1	1,620.	1,920.	3,150.	3,600.

(Salary revisions have also been applied to clerical and stenographic positions.)

Staff training has been emphasized in recent years and wherever possible, staff are given an opportunity for obtaining more varied experience by rotation to different positions in the field service. In addition there has been greater flexibility of movement of staff between regions by transfer and promotion thus permitting better opportunity for career development. By means of regional and other conferences, field administration is reviewed periodically and an opportunity afforded to exchange views on developments in administration with the objective of increasing the effectiveness and efficiency of field operations. In 1957, for the first time a three-day conference of all agency Superintendents, Regional Supervisors and Departmental and Branch Headquarters' officials, was held. It enabled those concerned with administration at the local level from all parts of Canada, to discuss in light of their experience the role of the Superintendent, the role of the Band Council, Indian education, social welfare and economic development.

#### ACCOMMODATION AND WORKS

A substantial construction and repair program is carried out each year under the aegis of the Division. Part of the construction program is to provide adequate housing for field staff in those localities where suitable rented accommodation is not available or on Indian reserves where this is considered desirable from an administrative point of view. At the end of 1957-58, there were 157 residences owned and maintained by the Branch.

Construction appropriation in the main is for building roads on Indian reserves. In some regions arrangements have been made whereby the Provincial Governments concerned assume a portion of road construction costs, usually on the basis of a 50% contribution. This subsidy is also applicable to the erection of bridges. It should be noted that in the Province of Ontario, an Indian reserve is considered to be a municipality for purposes of the Ontario Highways Act and subsidies of 50% and 80% respectively are applicable to roads and bridges. This is the only province where subsidies are provided by legislation. Arrangements are in effect in the Provinces of Manitoba and Saskatchewan for financial participation in some road construction projects and efforts are continuing to have other provinces participate particularly where roads on an Indian reserve tie in with the provincial road system. Indian bands with sufficient monies in their band accounts assume a large portion of road construction costs and are also eligible to receive provincial subsidies where these are in effect.

Because of the lack of suitable water supplies on certain Indian reserves and to improve sanitary conditions, it has been necessary to plan and install several large water supply and sewerage systems in recent years. The Engineering and Construction Division provides the technical assistance required on these projects which include initial surveys, plans and specifications, and in some instances, the actual supervision of the work. The provision of better water supplies and similar services has expanded in recent years.

#### GENERAL

Overall expenditures for operations and maintenance (including salaries), construction and equipment have increased from \$1,811,656. in 1948 to \$3,772,851. in 1958, as a result of rising construction costs, higher salaries for additional staff and an expanded program.

During the past four years liaison with Indian and Northern Health Services on matters of mutual concern has been a particular responsibility of the Division and through an inter-departmental committee, common problems are discussed and solutions worked out.

### *Administration Division*

The Administration Division is responsible for election of band councils, council procedure, co-ordination of band by-laws, enforcement of the liquor provisions of the Indian Act, liaison with the Remission Service of the Department of Justice, and the supervision of normal administrative services such as estimates, central registry and archives, office equipment and supplies, inventories, forms control and stenographic and typing services.

The following summary highlights areas of responsibility which have been accorded special attention during the ten-year period under review.

#### INDIAN BAND COUNCILS

There are 571 Indian bands and except for some of the smaller ones all have councils which deal with matters relating to band affairs. One of the most significant developments in the past ten years has been the increasing participation of councils in the administration of band affairs.

In 1948 the majority of band councils were chosen according to band custom, which usually meant a life tenure of office. This was



particularly true of those bands in Northwestern Ontario, the Prairie provinces and British Columbia. In 1948 only 9 bands in the four western provinces elected their council under an elective system.

The election provisions of the Indian Act were revised in 1951 to provide uniform methods and procedures for elections designed to meet present and future requirements of Indian communities. As a first step, following revision of the Act, the election provisions were explained to Indians by field staff and a procedure established for bringing those bands under tribal custom, who wished to do so, under the elective system. Instead of only 9 bands being under the elective system in the four western provinces the number has increased to 227. Of the 571 bands in Canada, 344 now elect their councils and the remainder choose their councils according to band custom.

As a result of extending the right to vote to women, granted for the first time by the 1951 Indian Act, Indian women not only vote at band elections but also an increasing number have been elected to office. In 1958, 61 women held office, one as chief and 60 as councillors.

In 1948 no provision existed in the Indian Act with respect to election procedure. There was no set method for notification or holding nomination meetings and voting was carried out in a number of ways from a show of hands to secret ballot. Section 75 of the new Act made provision for election regulations to be established and steps were taken immediately to have this done. The regulations were specifically designed to be as simple as possible and yet at the same time provide uniform procedures closely following those used in municipal elections. These regulations have been a significant step in introducing band members to ordinary democratic election procedure. In addition, provision was made to make it possible in time for the band members to be in charge of the whole election process. While the regulations apply formally only to those bands under the elective system there has been a marked trend for bands choosing their councils according to band custom to follow the election procedures established by the regulations. The only practical difference is that under the elective system the term of office is for two years; under band custom it is usually for life, but even here a number of bands are changing their custom to a stated term of office.

As provided by the Act regulations were also established to govern procedure at band council meetings. The objective was to provide a basic guide for members of council so that their meetings could be conducted along generally accepted parliamentary lines for the proper despatch of band business. Whereas in 1948 it was the general rule for Indian Superintendents to act as chairman of council meetings, under the regulations responsibility has been transferred to the chief or a member of the council and the Superintendent is not to act as chairman unless the majority of the council wish him to do so.

Taken together the Election and Procedure Regulations have been important factors in the development and training of Indian bands in democratic self-government. In addition steps have been taken to prepare a Handbook for Chiefs and Councillors which will provide useful information respecting their duties and responsibilities and the conduct of band business.

## BAND BY-LAWS

In line with the policy of encouraging the Indians to take a greater interest and responsibility in the management of local affairs, assistance has been given band councils in drafting appropriate by-laws under Section 80 and 82 of the Indian Act. All band councils have authority under Section 80 to make by-laws dealing with such matters as regulation of traffic, control of livestock, zoning, conduct of businesses, and the preservation, protection and management of game, fish and fur on reserves to cite a few examples. Existing municipal by-laws in various parts of Canada were obtained and used as a basis for drafting sample by-laws under Section 80 which are available to band councils as a guide when considering matters that might be dealt with by local legislation.

Only those bands which have been declared by the Governor-in-Council as having reached an advanced stage of development may make by-laws under Section 82 of the Indian Act. These by-laws have to do with raising of money, the appropriation and expenditure of moneys to defray band expenses, and the appointment of officials to conduct the business of the council and provide for their remuneration. To date 22 bands have been accorded this wider authority provided under Section 82.

An indication of the extent to which the Indians of Canada are assuming greater responsibility in the intelligent administration of their own affairs will be apparent from the following tables showing the number and types of by-laws passed by various band councils throughout the country since the new Act came into force.

<u>No. of By-Laws by Provinces</u>	
British Columbia	121
Alberta	20
Saskatchewan	5
Manitoba	6
Southern Ontario	27
Northern Ontario	6
Quebec	19
Maritimes	4
	<u>208</u>

<u>No. of bands passing By-Laws</u>	
British Columbia	28
Alberta	14
Saskatchewan	3
Manitoba	4
Southern Ontario	10
Northern Ontario	5
Quebec	6
Maritimes	1
	<u>71</u>

<u>Types of By-Laws</u>	
Disorderly Conduct	27
Garbage Disposal	23
Traffic	21
Weed Control	19
Conduct of Hawkers	19
Water Supply	18
Licensing	19
Pounds	17
Sanitation	15
Fish and Game	10
Expenditure of Moneys	6
Fencing	4
Electric Power	3
Zoning	2
Other	5
	<u>208</u>

<u>No. of By-Laws by Years</u>	
1951	Nil
1952	9
1953	20
1954	49
1955	37
1956	35
1957	25
1958	33
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## LIQUOR

The liquor problem was considered by the Special Joint Committee of the Senate and House of Commons, 1946-48, and recommended as follows:

"That the Indians be accorded the same rights and privileges and be liable to the same penalties as others with regard to the consumption of intoxicating beverages on licensed premises, but there shall be no manufacture, sale, or consumption in or on a reserve of "intoxicants" within the meaning of the Indian Act."

This recommendation was embodied in modified form in the Indian Act of 1951.

In four provinces and the Yukon and the Northwest Territories, at the request of the respective provinces, Indians have been given the right to consume intoxicants in public places.

<u>Province or Territory</u>	<u>Date of Proclamation</u>
British Columbia	December 15, 1951
Nova Scotia	January 2, 1952
Ontario	July 1, 1954
Yukon	November 1, 1955
Manitoba	July 16, 1956
Northwest Territories	June 27, 1958

Following meetings with Indian representatives, the Indian Act was amended in 1956 to provide a procedure whereby Indians could possess and consume intoxicants on a reserve in accordance with the laws of the province on a local option basis. On November 6, 1958, the necessary proclamation was issued with respect to Ontario and at the request of nine band councils steps have been taken to hold referendums so band members can decide whether their respective reserves should be wet or remain dry.

## DEFENCE COUNSEL

For many years the department as a matter of grace has paid for defence counsel for Indians charged with murder when the accused is without means to provide for his own defence. In 1948 the policy was to provide defence counsel only when the accused was formally committed on a murder charge following the preliminary hearing. This policy was changed in 1954 and defence counsel is now provided the accused at the preliminary hearing which is a much more satisfactory arrangement for proper defence of the accused. During the period under review defence counsel has been provided to 82 Indians, all of whom were either acquitted or convicted on the lesser charge of manslaughter. The total cost from appropriation has been \$100,396.45 for the years 1948-49 to 1957-58.

## PUBLIC RELATIONS

Since the present Act came into force the Administration



has recognized the need of a greater understanding of Canadians of the Indian race by their non-Indian fellow citizens. This basic need became increasingly apparent as integration progressed.

Fortunately, over the past ten years there has been growing evidence of an awakened interest on the part of the general public and many hundreds of individual enquiries to the Branch are processed annually. In addition to individual expressions of interest the number of organizations involved in studies of the Indian has increased many times in recent years. Women's clubs, Church organizations, Home and School Associations, and the like, seem to have become increasingly aware of the Indians as a factor in Canadian life and seek information about them.

The Department, to meet this need, has produced one documentary film, "No Longer Vanishing", which has been well received in Canada and elsewhere and also photographic displays and informational papers. Plans are presently under way to further extend activities in this field. In addition publication of a quarterly newspaper, The Indian News, was launched as a means of informing Indians across Canada of activities and achievements on various reserves.

#### INTERNATIONAL STUDIES

In recent years the Branch has participated in international meetings designed to improve the lot of indigenous people. In 1954 the Director of Indian Affairs served on the Committee of Experts on Indigenous Labour which met at Geneva under ILO auspices. The Senior Administrative Officer attended the 39th and 40th Sessions of the ILO in 1956 and 1957 as Government Adviser on the subject of indigenous people. The interest evidenced at these international conferences indicated a world-wide interest in the Canadian Government's program in administering the affairs of its native people.

#### ADMINISTRATIVE SERVICES

In the interests of increased efficiency and effectiveness of office management a number of changes were made in the ten year period. In 1953 the Estimates unit was created, being mainly responsible for co-ordinating the preparation of Branch Estimates.

To cope with an increased volume of correspondence brought about by the acceleration of administrative activity a complete re-organization and standardization of headquarters and field filing systems was undertaken in 1950. A Records Manual was prepared bringing into effect standard filing practices throughout the Branch. In addition, special attention was given to forms control and in the period since 1955 the number of forms has been reduced from 624 to 384 and improvements effected in design to facilitate use. A Forms Control Catalogue was prepared in 1957 which provides detailed instructions to staff on the preparation and use of each form.

A system of inventory control was introduced in 1957 to obtain proper recording and control of equipment used by field establishments across Canada. Another development was the introduction in 1955 of the McBee Peg Board Cash Accounting System throughout the field services which has had the effect of reducing clerical work in Agency offices by permitting simultaneous posting of basic accounting records.

## *Welfare Division*

The period under review coincides with the formal life of the Welfare Division, as the Division was formed late in 1947, following the breakup of the former Training and Welfare Division into two new Divisions, Education and Welfare, and in 1958, in its own turn was broken up into the Welfare and Economic Development Divisions.

During the decade, the Welfare Division assumed responsibility for housing on Indian reserves and the issue of relief to needy Indians (except where Band funds were available for these purposes), the administration of the Revolving Loan Fund, management of wild life and fisheries resources, economic development on reserves, rehabilitation and placement programmes, child welfare matters, the administration of social legislation affecting Indians, the application of the Veterans' Land Act to Indian veterans, native handicraft, and the provision of agricultural assistance.

Its basic objectives were:

(1) to improve social and economic standards in Indian communities by providing encouragement, assistance and guidance to individual Indians and to band councils;

(2) to promote the extension and adaption of the normal range of economic and social resources of non-Indian communities to the reserve community, with the long-range objective of full economic and social intercourse between Indian and non-Indian communities;

(3) to assist Indians who have the necessary training, ability and interest to find employment and acceptance in the non-Indian community;

(4) to ensure that Indians who have established themselves in non-Indian communities have full access to the normal economic and social resources available to non-Indian citizens in the communities.

### SOCIAL WELFARE

#### Professional Services:

The first professionally trained Social Workers were added to the staff during the decade. There are now nine such officers working in the field with a Supervisor at Headquarters in Ottawa, and they provide consultation and interpretation services to the field staff and Indian bands on social welfare matters, establish and maintain liaison with public and private welfare organizations, and play a major role in promoting community organizations on reserves.

### Categorical Allowances:

The Division continued to supervise the payment of Family Allowances to Indians. Over the period various changes were initiated with the result that by 1958 only 2% of the Indian families were receiving Family Allowances in kind, as opposed to 21% at the beginning of the decade. In addition, nearly 40% of the Indian families now apply for Family Allowances in the same manner as other citizens.

Prior to 1952, Indians were specifically excluded from benefits under the Old Age Pensions Acts and other legislation of this type, and the Division administered a special programme of allowances to the aged and blind Indians. However, this programme was discontinued in 1952 when Indians became eligible for benefits under the Old Age Security, Old Age Assistance, and Blind Persons Allowances Acts. Indians have also shared equally with non-Indians in benefits from the Disabled Persons Act, which came into effect in 1955.

The recognition of Indian eligibility, particularly in respect to pensions which are paid on a shared cost basis with the provinces, was an important milestone in Indian welfare.

In two provinces Indians are eligible for Needy Mothers' Allowances.

### Child Welfare:

The development of an adequate and soundly based child welfare service received extra attention and much was accomplished during the decade through the expansion and improvement of Branch resources, for example, the employment of the ten Social Workers, and the utilization to the fullest possible extent of the services of provincial and private welfare agencies.

The inclusion of a provision in the Indian Act of 1951 (section 87) making the laws of the province applicable to and in respect of Indians was of particular significance in this field since the enforcement of legislation for the protection of dependent, delinquent and neglected children requires action by provincial authorities.

An outstanding achievement in this field was the making of an agreement with the Province of Ontario in 1956 and subsequently with the Children's Aid Societies in the Province under which the services of the Societies are extended to Indian reserves. The Branch pays an annual grant to the Societies for their services based on the number of Indians resident on the reserves, and the per diem rate for apprehended children is also paid by the Branch. This arrangement in Ontario has worked out very well and negotiations are under way to establish similar arrangements in other provinces.

The increased attention given to child welfare work is evidenced by the fact that whereas in 1948 approximately \$62,000 was expended in this field, the budget for 1958, including provision for juvenile delinquency, called for an expenditure of \$450,000.



### Community Organization:

The Leadership Training Programme was introduced in 1954 and has proved most successful. It was designed to help Indians, selected on the basis of demonstrated leadership qualities, to identify and understand reserve problems and become familiar with accepted methods of community organization so that on return to their reserves they could play a leading role in improving conditions and promoting activities. Although these programmes are sponsored by the Branch the resources of provincial governments and private organizations are used extensively. For example, a large share of the responsibility for conducting a successful Folk School attended by thirty-six Indians of the Maritime Provinces was assumed by the Department of Education of the Province of Nova Scotia.

In 1948 there were sixty Indian Homemakers' Clubs in existence. With encouragement and assistance from the Branch this number was increased to 158 by the end of 1958. Homemakers' Clubs have aims and objectives similar to those of the Women's Institute of Canada. Many play a significant part in the community life of their reserves and carry on activities which extend far beyond their original purpose. They have played a useful role in encouraging Indians to take the initiative and responsibility for their own affairs as is well demonstrated by the fact that the work of organizing a recent Regional Conference of all the Homemakers' Clubs in Northern Ontario was planned, undertaken and carried through by the Indian women themselves.

### Direct Relief:

A major item in direct relief assistance is food, since shelter and medical care are provided in other programmes. Minor items are the provision of fuel, clothing, household equipment and other miscellaneous items and the assumption of the cost of the burial of destitute Indians. The cost of direct relief assistance to Indians increased substantially during the period. In part, this was due to the increased cost of commodities. Such other factors as improved standards of relief, wider coverage, major interruptions in traditional economic patterns, chronically depressed fur prices, and restricted access to country foods attendant upon the shift to employment for wages, contributed to the increase.

Substantial progress was made in establishing a standard of relief for Indians comparable to that provided in non-Indian communities and among the highlights of this achievement may be mentioned:

- (a) The discontinuance of the former practice of storing food stuffs and clothing in warehouses for distribution to destitutes in favour of purchases from local merchants as required.
- (b) The modification and improvement of the relief food scale in accordance with recommendations of the Nutritional Division of the Department of National Health and Welfare.
- (c) The introduction, in co-operation with Indian and Northern Health Services, Department of National

Health and Welfare, of a special diet for Indians who had been exposed to tuberculosis or who were convalescent after treatment.

- (d) The upward revision of the scale of relief assistance to a point where it is in line with rates in effect in most non-Indian communities.

Following several pilot projects which proved successful, the traditional practice of providing for food requirements in kind is being discontinued at the end of the 1958-59 fiscal year. Following that date in approximately 12% of all cases food assistance will be given by way of cash. With few exceptions the remaining cases will receive assistance by way of vouchers having a dollar value rather than vouchers itemizing specific quantities of food as formerly. The change will place more responsibility upon the Indian parents and will do much to remove the stigma which was an inevitable feature of the former method.

So that this new method of administration will not result in any lowering of nutritional standards a guide to the best possible use of the food dollar based on Canada's Food Rules is being prepared in co-operation with the Department of National Health and Welfare and will become an integral part of the new programme.

#### Rehabilitation:

This field of work came in for special attention in 1954 with the appointment of a Rehabilitation Officer to co-ordinate the various resources within the Government Service and other outside agencies, in the interests of assisting disabled and handicapped Indians to achieve self-support.

The first comprehensive programme was started in the Province of Alberta in 1955 with the appointment of a Regional Rehabilitation Committee. A pilot project was developed under which carefully selected young Indians, after discharge from hospital, were transferred to Rehabilitation Homes in Edmonton to prepare for urban employment. Since the programme was launched forty-two rehabilitants have been successfully placed in employment and eighty active rehabilitation cases are at present under training and supervision.

In 1957 a second programme was started in Winnipeg operated under contract by the Sanatorium Board of Manitoba. In its first year of operation supervision was given to ninety-one individual rehabilitants and at the end of 1958 it was providing services to an active case load of eighty-two handicapped Indians. A feature of the programme has been the development of a special Social Assessment and Evaluation Unit at the Brandon Sanatorium to provide intensive training for from one to three months followed by transfer to selected private boarding homes. This new feature eliminates the use of the "Rehabilitation Home" and is designed to provide a quicker introduction of the rehabilitant into the non-Indian community.

A third programme established in the Province of Saskatchewan by arrangement with the Provincial Department of Social Welfare and Rehabilitation and a contractual undertaking with the Saskatchewan Council

for Crippled Children and Adults was started in November 1958.

In other provinces ad hoc programmes are being developed on the basis of individual cases.

### Housing:

Special attention was given to providing more and better houses on Indian reserves to meet the shortage which had developed during the depression and war years when limited funds were available for this purpose.

Except in cases of age, infirmity or outright destitution Indians are required to contribute towards the cost of their homes to the fullest extent possible in the form of materials, labour and money, with the Department providing assistance for completion of the buildings by way of outright grants if band funds are not available to assist individual band members.

In the ten-year period in question expenditures from Welfare Appropriation totalled \$8,454,949, representing full or partial contributions towards the completion of 7,458 new housing units. During the same period, the total number of new house completions financed from all sources (Welfare Appropriation, Band Funds, VLA Grants and personal contributions of Indians) was 9,702. The details by fiscal years are as follows:

Fiscal Year	Houses Financed in Whole or Part from Welfare Appropriation		Houses Financed from all Sources	
	Estimated No. of Units Completed	Welfare Expenditure \$	Estimated No. of Units Completed	Total Reported Expenditure \$
1948-49	581	454,657	814	
1949-50	850	820,282	1,197	
1950-51	894	911,991	1,082	Not
1951-52	810	736,987	1,023	Reported
1952-53	759	880,168	1,176	1,701,646
1953-54	676	859,400	972	1,680,648
1954-55	660	850,696	837	1,618,980
1955-56	643	846,928	817	1,731,498
1956-57	803	1,021,253	904	2,007,329
1957-58	782	1,072,587	880	2,386,629
	7,458	8,454,949	9,702	11,126,730

Of particular interest is the fact that in the past two years the amount contributed from other services exceeded the amount provided from Welfare Appropriation despite the fact that the contributions from Welfare were the highest over the ten-year period.

Although the period under review ends with March 31, 1958, it should be mentioned that funds made available for welfare housing in 1958-59 totalled \$2,000,000, and it is expected that a similar sum will be



available for 1959-60. These substantial increases are designed to accelerate house construction to meet urgent requirements particularly in northern and remote areas as well as to meet mounting costs, better standards of housing, and increased demand due to the rapid increase in the Indian population.

In addition to the funds provided for new housing during the ten-year period \$1,798,423 was expended for the repair of over 22,000 Indian houses. As with new construction, the Indians themselves are expected to make a personal contribution to repair work.

A comprehensive survey of housing conditions on reserves completed in 1958 indicates that conditions on most reserves have improved greatly during the past ten years. A preliminary evaluation of the survey indicates that at present only 29% of Indian homes can be classified as poor which certainly represents a substantial improvement over the situation which existed ten years ago. The survey indicates an existing need for construction of an additional 7,200 houses which on the basis of programmes of the past two years should be met in about five years time.

As an aid to the housing programme, particularly in areas where transportation costs are prohibitive, sawmills have been established either from Welfare Appropriation or from band funds. Apart from providing sawn lumber for housing and other building projects these mills provide wages and training for Indians. At March 31, 1958 forty-six mills were located on reserves throughout Canada.

#### Utilization of Outside Sources:

Much was achieved during the decade in promoting among provinces, municipalities and private agencies, a better awareness and understanding of the needs of the Indians and the aims of the Indian welfare administration. Ten years or more ago there was a tendency to consider Indian welfare problems as the exclusive preserve of the Federal Government. As is evidenced by such arrangements as the agreement with the Province of Ontario in the field of child welfare, this concept is gradually breaking down and is being replaced by an acceptance of the fact that all three levels of government as well as private agencies have some measure of responsibility in this field.

#### ECONOMIC DEVELOPMENT

The field of economic development covers the employment of Indians in all its phases; the promotion of agriculture and stock raising; the encouragement and financing of business enterprises and Indian home industries and handicrafts; the administration of Revolving Fund Loans; the Veterans' Land Act; the Indian Placement Programme, and the management of the fur, fish and wildlife resources.

In this field the decade was featured by an unmistakeable general trend among Indians away from their traditional occupations in favour of other forms of employment. Among the factors responsible for such trend, two may be mentioned. Firstly, the increased cost of supplies, stiffer competition from non-Indians, the necessity of acquiring expensive machinery to meet the competition, marketing problems and the scarcity of

game and fish in some areas all tended to place the Indian in an increasingly precarious position in the fields of fishing, trapping and agriculture. Secondly, the continued expansion and diversification of industry and the extension of industrial and defence activity into the north and other previously remote areas provided unprecedented employment opportunities for Indians.

That the trend will continue seems certain, and the work of the Division has been and is aimed at providing encouragement and support for Indians who are continuing to depend on traditional occupations for their livelihood while at the same time fostering and supporting an increasing movement of Indians into other fields of employment.

#### Indian Placement Programme:

To advance employment opportunities for Indians, in 1957 a Placement programme was initiated and Placement Officers were added to the staff at four regional offices.

The programme was carried out in conjunction with the National Employment Service, with the Placement Officers selecting young Indians qualified for employment in urban centres and the National Employment Service assuming responsibility for placing the individuals in suitable employment. The Placement Officers are responsible for finding accommodation for those selected and for issuing financial assistance to cover maintenance, clothing, the purchase of tools or such other assistance as is necessary, pending returns from employment. In co-operation with existing organizations the Placement Officers also assist Indians to adapt to the non-Indian community and take advantage of the social and recreational services available to all members of the community. The programme was expanded in 1958 with the establishment of a Senior Placement Officer at headquarters and the appointment of Placement Officers at two additional regional offices.

Since the programme was initiated, close to 200 Indian people have been established in urban employment in clerical and stenographic fields, in nursing and teaching, technical occupations and various building and service trades. The initial emphasis has been on quality rather than on quantity of placement with a view to dispelling false impressions as to the desirability of the Indian as a worker and laying the foundation for a more widespread demand by employers for Indian employees as their worth becomes proven by actual experience.

In addition to the urban integration programme the Placement Officers have been assisting their regional and field staff in developing employment opportunities for Indians throughout each region. As an example, there may be cited the liaison work with the National Employment Service and private contractors which resulted in the employment of 250 Indians on road-clearing work in the Northwest Territories during the winter of 1957-58.

Action has been taken to initiate labour force surveys on some reserves where employment opportunities are limited with a view to selecting suitable Indians for employment in other areas.

Another phase of the placement programme is the making known to potential employers that there is an available Indian labour force



and that employment of Indians has advantages. In certain areas this work has been quite rewarding, for example, in Southern Alberta where through the joint efforts of the growers, the sugar factories, the National Employment Service and Indian Affairs field staff, each year an increasing number of Indians are being employed in the harvesting of the beet crop. During 1958 close to one thousand Indians from reserves in Northern Alberta and Saskatchewan were recruited for employment in this work.

#### Agriculture:

While it has become increasingly difficult for the average Indian farmer on a small unit to earn a sufficient living, with the result that many have turned to other fields of activity, nevertheless, it is recognized that farming and stock raising still represent the most promising means of earning a livelihood for Indians living on many reserves. Therefore, despite the efforts made to secure employment for Indians in activities off the reserves, there was a continuing and increasing emphasis on promoting mixed farming and cattle raising on reserves and non-repayable grants, repayable advances and Revolving Fund loans were made to Indians in increasing amounts for seed, fertilizer, machinery, operating expenses, breeding stock, irrigation and drainage projects.

As a means of promoting interest in farming on reserves, funds have been provided for grants to various agricultural fairs where Indians display livestock, garden produce and handicrafts, and in the past two years grants have also been made to 4-H Clubs.

#### Handicraft:

It has been generally recognized that under present conditions handicraft production as a full-time occupation seldom provides an adequate income to a family. Under the circumstances, it has been the policy of the Department to encourage craft projects more as a means of supplementing earnings, providing employment for elderly and physically handicapped Indians and perpetuating skills, than as a major source of employment for Indians.

For the most part, Indian handicraft is made and marketed by the Indians without assistance from the Department. It is estimated that total sales throughout Canada during the fiscal year 1957-58 amounted to approximately \$275,000. However, as a means of assistance to the industry generally, the Division operates a marketing service for the purpose of making available to retailers a steady supply of goods of standard quality. Sales through the marketing service have averaged close to \$24,000 annually, but, in the past three years, there has been a downward trend which is directly attributable to competition from Japanese made Indian type handicrafts, which are underseiling the genuine product.

In an attempt to overcome this competition, a distinctive mark has been placed on all Indian handicraft sold through the marketing service.



#### Loans to Indians:

During the decade increased efforts were made to encourage the development of reserve resources through the provision of a more adequate source of credit to Indians.

In 1956 the Revolving Loan Fund was increased by statute from \$350,000 to \$1,000,000 and the purposes for which moneys could be borrowed from this Fund were broadened. That the Indians have taken advantage of this credit available to them in increasing numbers is evidenced by the fact that in the first ten years of the operation of the Loan Fund, 1938-1948, only sixty-five loans were made for a total amount of approximately \$131,000, while in the decade 1948-58, 818 loans were approved for a total of slightly over \$1,000,000. As of March 31, 1958, 546 borrowers were indebted to the Loan Fund to the amount of approximately \$465,000, approximately \$30,000 had been set aside for approved loans and there was available in the Fund for new loans approximately \$505,000.

#### Re-establishment of Indian Veterans:

Since 1945 when an amendment to the Veterans' Land Act made special provision for Indian veterans, 1,558 grants to Indian veterans have been approved, representing an investment of \$3,558,093. The larger part of the grants was approved for the purchase of building materials and household equipment. Other expenditures were for land and buildings, clearing and breaking land, livestock, farm implements and commercial fishing equipment. While the number of applications received has been declining steadily, there are still a considerable number of applicants requesting funds for the first time or asking for additional grants to make up the maximum amount available under the Act.

Up to March 31, 1958, 562 Indian veterans had been notified that they had acquired full title to the purchases made from the proceeds of their grants.

#### Wildlife and Fisheries:

There are three main features to this phase of the Division's work, fur conservation, game management and fisheries supervision. Except within the limited area of Indian reserves, provincial resources are involved so that all aspects of the respective programmes are by consent of the province or territory and are in accordance with their laws and regulations.

#### Fur Conservation:

While the cost sharing agreements with various provincial governments for the development of fur resources, which may be considered to be the genesis of the fur conservation programme, were made shortly before the decade in question, it was within the decade that these areas realized their potential and that the Indians reaped the harvest resulting from the developments.

That the fur preserve plans proved economical and of great benefit to the Indians may best be illustrated by the plan developed in

co-operation with the Province of Quebec, where a total of 185,150 sq. miles has been brought from depletion to the carrying capacity of the range and a further area of 140,000 sq. miles has been restored to the point where limited trapping will be permitted next year. The total cost from Federal funds has been just over \$540,000 whereas the total production of beaver in these exclusively Indian areas has realized over \$4,600,000. These returns are most impressive when it is considered that the cost figure includes the development of the area of 140,000 sq. miles which has not yet produced any beaver.

The results of the muskrat development programme in Manitoba are no less spectacular. The Federal Government has expended approximately \$268,000 as its share of the development costs, and up to the end of 1957 Indians had realized from trapping in the preserve over \$2,000,000.

The value of these fur preserve projects to the Indians cannot be over-stressed. They have literally been the salvation of the Northern groups concerned. Apart from the fact that they have provided a source of income in food for a substantial segment of the Indian population, which would otherwise have been forced by necessity to depend upon direct relief from the Federal Government, the projects have demonstrated conclusively that what were once considered depleted areas can be restored to provide a continuing source of livelihood for Indians. This is of particular importance for those parts of Canada where other employment opportunities for Indians are scarce or non-existent.

The continuing emphasis placed by Branch officials on the necessity and in fact the moral obligation of all governments to provide a source of revenue for Indians in their traditional pursuit of trapping has resulted in a changing attitude on the part of some of the Provinces to the end that a continuance and enlargement of the fur preserve plan may be anticipated.

#### Game Management:

Under the terms of their respective treaties Indians are entitled to a preference while hunting for food. In spite of this relatively unrestricted right to kill game, through the efforts of Branch officials in explaining the benefits of conservation, the Indians have voluntarily observed quota systems with the result that moose are becoming increasingly abundant and deer and woodland caribou have also increased.

The only exception to generally improving game conditions is the Barren Ground caribou which have declined seriously during the decade. The Branch is co-operating with other administrations in meeting this problem, by participation in predator control operations. Also by explaining the situation to the Indians and enlisting their voluntary co-operation and by organizing domestic fishing projects as an alternative source of food, the Indian take of caribou has been reduced.

As a means of reducing the wastage of caribou and providing adequate storage for domestic fish and other substitutes for caribou meat, walk-in freezers of approximately 1,000 cu. ft. capacity have been installed throughout most of the caribou range. These units are used for the storage of buffalo and elk meat made available by the reduction of herds in National Parks and for supplies of other game and fish taken by the Indians themselves



with equipment supplied by the Branch. Thirteen of these freezers have been installed at a cost of \$152,000 and two additional units are operated on a loan basis from the Department of Northern Affairs and National Resources.

#### Domestic Fishing:

During the decade fifteen domestic fishing projects were organized ranging from South Indian Lake in Manitoba to Great Bear Lake in the Northwest Territories. Figures for 1958 indicate that over 400,000 pounds of fish were taken in these projects during November and December, and the projects are continuing throughout the winter.

#### Commercial Fishing:

While Indians have always been accustomed to fishing as a source of food, to compete successfully with non-Indian fishermen for a share of the lake limits for commercial fishing required assistance from the Branch both in terms of equipment and advisory help.

In addition to assisting Indians in the industry generally, the Branch has developed commercial projects in marginal areas where transportation costs are a limiting factor, where private enterprise is not established or where band licences are in effect. Eight such pilot projects have been organized from Bersimis, on the North Shore of the St. Lawrence, to Great Slave Lake. Supervision is provided and the product is marketed either locally, by tender on a seasonal basis; or on a commission basis at one of the larger centres. Much of the equipment provided is repayable and the record of repayment by the Indians has been outstanding. Equipment in the amount of \$69,000 was provided for the summer season of 1958 of which \$49,000 has already been repaid.

#### Wild Crops:

In other areas, Indians turn seasonally to the harvesting of wild crops. The wild rice industry is especially important in the limited areas in which the plant grows. It has become a major item in the Indian economy in an extensive area along the Ontario - Manitoba boundary, the 1958 harvest amounting to over 600,000 pounds, which brought to the pickers approximately \$225,000. Indians predominate in the industry by virtue of the co-operation afforded by the provincial governments of Ontario and Manitoba both of whom restrict the picking, insofar as is practical, to Indians, who still use their traditional hand method of harvesting.

Indians are also assisted in harvesting seneca, ginseng and other wild root crops.



## *Education Division*

This Division is responsible for the educational program for Indians, which involves the operation and maintenance of 375 day schools, 24 seasonal, 12 hospital schools and 65 residential schools and 2 hostels administered under Church auspices. The work of the Division involves the employment and direction of over 1,200 teachers, maintenance and equipping of schools and teacherages, negotiating agreements with local school boards for joint education of Indian children and carrying out practical arts, adult education and guidance programs.

A most significant development in the ten year period is the marked increase in the number of Indian children receiving elementary, secondary, vocational and professional education which rose from 23,285 in 1948-49 to 37,537 in 1957-58 an increase of 14,252 or 61.2%. Provision of school accommodation for children in isolated and remote areas for whom no facilities previously existed, admitting children to school at an earlier age together with a rapidly growing population accounts for the higher enrolment. The administrative work load increased proportionately with the increase in children attending school and the expansion of educational facilities to the point where it became a pressing requirement to provide better supervision and direction of the educational program at the local level.

Prior to 1951 there was only one Inspector of Schools located in British Columbia performing supervisory functions. In the other provinces supervision of the educational program was carried out largely by the Agency Superintendents and directly from Headquarters. With the increasing amount of administrative detail involved in school administration it was virtually impossible for Agency or Headquarters staff to provide the effective supervision that was required. With the establishment of regional offices during the period under review the problem was met by appointing Inspectors of Schools to each region and there are now thirteen School Inspectors - two in the larger and one in each of the smaller regions. In addition to general administrative and supervisory duties, their work involves negotiations with local school authorities for the admission of Indian children to non-Indian schools which has increased from 1,406 in 1948 to 7,330 in 1958. This increase is due mainly to the activities of these officials. They are also required to advise students and their parents with respect to the selection of courses and the assistance which can be made available by the Government to enable students to take post elementary school education.

### INTEGRATED EDUCATION

In line with the recommendation made by the Special Joint Committee of the Senate and House of Commons in 1948 the policy of having Indian children educated in association with non-Indian children has been given prominence in educational planning during the past ten years. Wherever possible, in consultation with the Indian parents, arrangements are made to have children attend non-Indian schools. As shown in the table below the

number of children attending non-Indian schools has increased from 1,406 in 1948 to 7,330 in 1958 and now represents about 20% of the total Indian school population. This has been accomplished by having small groups of children enrolled in local and private schools, and by agreement with provincial school boards for the establishment of joint schools for Indian and non-Indian pupils with the Federal Government contributing to the cost of construction on a pro rata basis. These joint schools, of which there were 52 in 1958, have been a significant development in broadening the outlook of Indian children and in fitting them to participate actively in the life of the greater community of which their reserves form a part. Approximately 3,500 Indian pupils are receiving their education in these schools, being the equivalent of about 120 classrooms which it would have been necessary otherwise to provide. It should be noted that in line with this policy the administration of Indian education in the Northwest Territories was transferred in 1955 to the Department of Northern Affairs and National Resources which provides an integrated school system for all children in the Territories.

#### PUPIL PROGRESS

As mentioned above the number of Indian children attending school has increased substantially during the last ten years. The figures shown below give a comparison between 1948-49 and 1957-58.

<u>Enrolment</u>	<u>Indian Day Schools</u>	<u>Indian Residential Schools</u>	<u>Non-Indian Schools</u>	<u>Total Indian Enrolment</u>
1948-49	12,511	9,368	1,406	23,285
1957-58	19,143	11,064	7,330	37,537

The number of Indian children taking secondary education, vocational and professional courses also rose steadily. While the number receiving such education is not yet up to a satisfactory level the significant thing is that there has been a definite acceleration and a marked improvement in the past ten years. This is illustrated in the tables on enrolment given below.

#### High Schools (Indian and Non-Indian)

	<u>Grade IX</u>	<u>Grade X</u>	<u>Grade XI</u>	<u>Grade XII</u>	<u>Grade XIII</u>	<u>Total</u>
1948-49	375	144	62	24	6	611
1957-58	1,024	472	288	176	10	1,970

#### University

	<u>1st Year</u>	<u>2nd Year</u>	<u>3rd Year</u>	<u>4th Year</u>	<u>5th Year</u>	<u>Total</u>
1949	3	3	2	1	0	9
1958	15	8	1	2	1	27

#### Vocational Courses

	<u>Total</u>
1948-49	41
1957-58	412



## SCHOLARSHIPS

As an incentive to able students, a system of seholarships, established on a regional basis, was instituted in 1957. These seholarships, ranging in value from \$400.00 to \$1,000.00 according to the type of course chosen, are awarded to outstanding students for nursing, teacher training and technical, agrieultural and university courses. In 1957 fourteen seholarships were awarded and in 1958 the number was fifteen. The seholarships are separate from other assistance granted Indian students which varies from payment of tuition fees to full maintenance.

## TEACHERS AND CLASSROOMS

The construction of new day and residential school classroom accommodation in areas where none previously existed, the replacement of obsolete schools and the provision of additional classrooms to existing plant has occupied a major place in the educational program. The number of classrooms in operation has risen from just under 700 in 1948 to over 1,100 in 1958. A five-year building program was planned in 1958 which is designed to accommodate anticipated high enrolment of children who will be reaching school age in the next few years and to provide schools for ehildren in those areas where none exist at present.

In 1948 there were 383 teachers employed by the Department, in the 1957-58 school year there were 1,161 of whom 388 were employed at residential schools. Prior to 1954, teachers at residential schools were employed by Church authorities who operated these schools on behalf of the Department, but in that year arrangements were made to have these teachers employed by the Department. As a result, the number of untrained teachers in residential schools has decreased from 40.2% in 1952-53 to 17.5% in 1958. In 1958 the percentage of untrained teachers at day schools was 8.3%. The reduction in untrained teachers has been brought about in part by making salaries more attractive, improving living accommodation and by bringing the teachers under the Public Service Superannuation plan. It is of interest to note that there were 91 teachers of Indian status employed in Indian schools in 1958 as compared to 45 in 1953.

The salary schedule in effect for teachers in 1948 as compared to 1958 is shown below.

### TEACHER SALARY SCHEDULE (showing minimum and maximum)

	<u>DAY SCHOOLS</u>	
	<u>1948</u>	<u>1958</u>
Community Principal	no provision	\$4520.-8960.
Principal	\$1800.-2820.	3800.-7700.
Assistant Principal		4000.-6900.
Community Teacher	1920.-3060.	3240.-7560.
Community Teacher's Aide	1260.-1560.	2400.-4440.
Teacher	1440.-2520.	2700.-6300.
Teacher's Aide	1020.-1320.	2000.-3700.



TEACHER SALARY SCHEDULE  
(showing minimum and maximum)

<u>RESIDENTIAL SCHOOLS</u>		
	<u>1948</u>	<u>1958</u>
Principal	not employed by Department	\$3800.-7700.
Assistant Principal	not employed by Department	4000.-6900.
Teacher	not employed by Department	2700.-6300.
Teacher's Aide	not employed by Department	2000.-3700.

FINANCING RESIDENTIAL SCHOOLS

A major change in the method of financing residential schools was approved in the fall of 1957. From 1892 until that time, residential schools were financed on a per capita grant basis under which the Department paid a grant to the Church authorities operating these schools for each Indian child in attendance. Under the new system, the Government-owned residential schools operate on a controlled-cost basis, that is, the Department pays the actual cost of operating the schools within certain defined limitations. It was considered that under the new method of financing, residential schools could be operated more efficiently and on a sounder financial basis. In addition the new system permitted the establishment and maintenance of standards of supervision, food, clothing and accommodation throughout all schools which were not possible previously.

GUIDANCE, ADULT EDUCATION AND PRACTICAL ARTS

During the period under review, the educational program has been expanded to include guidance and adult education and more extensive practical arts courses.

With the increased number of Indian students going on to secondary schools and receiving vocational and professional training, it was recognized that these students should be properly advised about courses and opportunities available to them. First steps were taken in 1956 to introduce a program of guidance in Indian schools when a Guidance Manual was drafted for the use of all teachers and a Permanent School Record Card developed. In addition, a systematic and co-ordinated testing program was begun.

In 1956 the first systematic attempt to attack the problem of illiteracy was also launched when a survey was made of the level of literacy on various reserves across Canada. This survey showed a considerable degree of illiteracy amongst Indian adults, particularly those living in northern and remote areas. As a result, a specific adult education program was begun for those who were anxious and willing to improve themselves. The program, as it has developed, is based upon and follows similar methods to those used by UNESCO in fundamental education projects in various parts of the world. Four film strips, the first of a series entitled "We Learn English", have been prepared by the Division and produced by the National Film Board to be used in the program. The aims of the film strips are to teach oral English, to show illiterate people the road to a better life by showing them how to improve sanitation, nutrition, community life, etc., and to add interest to the program. The number of centres was purposely restricted to 11 as trial

projects. One hundred and forty-eight Indians took advantage of the courses offered in 1957, and enrolment increased to 220 in 1958. This does not include the vocational courses to which reference is made elsewhere.

A steady expansion has been taking place in the practical arts program. Most residential schools and the larger day schools offer such courses as carpentry, welding and motor mechanics, and domestic science. In 1958 there were 140 teachers of industrial arts and home economics giving instruction to 5,846 children. In addition to the work done in the schools, the Department has initiated a program of short courses. In co-operation with various provincial Departments and universities, it has been possible to use the facilities available in the larger centres. For example, specialized training has been given in forestry and heavy equipment at Nanaimo, B.C.; agriculture and home-making at Olds, Alberta; carpentry at Edmonton; guiding at The Pas, Manitoba; and woodwork, motor mechanics and home-making at Brandon. In 1958, 519 adults in groups of eight or more were given this pre-apprenticeship and vocational training in specialized fields at 25 centres across the country. This program supplements the regular vocational courses offered by the provinces and other institutions.

#### INDIAN SCHOOL COMMITTEES

In line with the policy of having the Indians assume greater responsibility and participate more fully in the management of local affairs, 11 school committees were organized in a few selected Indian reserves in 1956. The school committees comprise band members nominated by the band council and have been given certain responsibilities in the field of school attendance, truancy, care of school property and special extra-curricular activities. Each committee administers a fund to which the band may also make a contribution. The formation of the committees has helped to stimulate parental and community interest and they are beginning to play an important role in school affairs on the reserve.

#### EDUCATIONAL COSTS

An increasing population of school age, with a corresponding need to provide more classrooms and teachers to staff them, has resulted in a proportionate rise in educational costs. In the ten-year period, the cost of education has risen from \$5,403,012 in 1948 to \$17,456,353 in 1958.

## *Engineering and Construction Division*

This Division, which was created in 1950, provides technical service to the various Headquarters Divisions and to the field staff, on all matters falling within the field of engineering and construction.



A large part of its work has been in the field of education where it has been concerned with the design and construction of works and buildings to meet the substantially increased requirement for improved educational facilities for the Indians. This design and construction has embraced day schools, residential schools, ancillary buildings, teacher and other staff residences, and utility services and mechanical equipment of a wide variety.

The increase in works and facilities required for the functioning of the Branch in the field also made heavy demands on the Division as design and construction across Canada, embraced staff residences, office buildings, warehouses, garages, power generating plants and distribution lines, water supply and sewage disposal systems, and roads and bridges. Technical assistance was given also in providing designs for Indian housing and in community buildings and council halls.

In addition to design and construction work the Division undertook the administrative duties associated with the preparation of invitations to tender, the awarding of contracts and correspondence with contractors and field staff on construction matters.

In order to provide the technical services required in the various regions throughout Canada, some decentralization of the Division's functions was carried out during the period in question. While most of the design and administrative duties of the Division are carried out by technical personnel at Ottawa headquarters, Division personnel consisting of engineers, technical officers and draftsmen, carry out field duties from engineering offices located in Vancouver and Regina. The Vancouver office serves only British Columbia as the volume of work there is very heavy, while the Regina office provides technical advice and service on construction matters in Alberta, Saskatchewan, and Manitoba. In addition, construction supervisors have been attached to each regional headquarters: two each for Alberta, Saskatchewan and Manitoba, and one each for Southern Ontario, Northern Ontario, Quebec and the Maritime regions.

As well as consulting with and advising the senior field staff regarding construction matters, the engineers in the two field offices design certain types of engineering projects peculiar to their areas or as assigned to them by headquarters. In collaboration with the construction supervisors attached to the regional offices, they are responsible for providing headquarters with site data for the design of new projects, such as topography, availability of sources of water supply, the location and characteristics of electric power, etc., or in the case of renovation or repair work, the nature and extent of work to be executed with descriptions of existing plant, equipment, and services affected.

Routine supervision of active construction is carried out by the construction supervisors but where major construction projects require constant supervision, it is the practice to employ architectural or engineering firms for supervision and project liaison with Branch Headquarters.



## *Reserves and Trusts Division*

The Reserves and Trusts Division is responsible for the management of all reserves and the resources therein such as land, timber and minerals; the management of the Indian Trust Fund; the maintenance of a land registry system; the administration of the estates of deceased Indians, and the maintenance of a Band Membership Register.

### RESOURCES

#### Lands:

There was an increased demand for Indian land during the post-war period of country-wide economic development. It coincided with an increasing awareness by many bands of the desirability of having unused reserve lands become revenue producing with the result that during the decade in question land management work increased substantially.

During similar periods of demand in past decades substantial portions of unused reserve lands were sold on behalf of bands. However, during the past ten years with the concurrence of the Indians the trend in land management has been towards leasing rather than outright sale. This trend is evidenced by the fact that whereas in 1948 there were 2,124 leases in existence, in 1958 current leases numbered 3,857. Revenue received from leases in 1958 totalled approximately \$1,200,000 as opposed to \$322,000 in 1948. While the sale of reserve land continued to bring in a substantial revenue to Indian bands, as is evidenced by the fact that over the ten-year period land to the value of \$4,000,000 was sold, the trend to leasing is further emphasized by the fact that during the same period rentals from leases totalled \$7,870,000.

Prior to the Second World War the majority of sales and leases were of a fairly simple nature. However, during the decade in question there were a substantial number of major lease and land sale transactions which required a great deal of time and staff work to bring to completion and added substantially to the work of the Division. Among these may be mentioned the protracted negotiations involving the acquisition of lands on the Caughnawaga, St. Regis and Walpole Island Reserves for purposes of the St. Lawrence Seaway; the sales of portions of the Kitsilano Reserve lying within the city of Vancouver; the extended negotiations for the long-term leasing for commercial and residential development of a substantial portion of Capilano Indian Reserve No. 5 on the north side of Vancouver Harbour, and the protracted negotiations regarding the sale of the major part of Sarnia Indian Reserve.

#### Timber:

While returns to the Indians from the management of their timber resources increased substantially during the decade in question, the outstanding feature of the period was the fact that whereas in 1948 only 38% of the timber cut on reserves was cut under permits issued to Indians, in 1958 the percentage had been increased to 73%. In short, through the efforts of a

Forest Engineer who was taken on strength during the period, the Indians played a much greater role in the harvesting of their timber resources and in introducing to their operations sound conservation principles. In 1948 the receipts from the sale of timber totalled approximately \$300,000 whereas in 1958 the total was \$580,000. The ten year total receipts were approximately \$5,500,000.

The period was featured also by the completion of forest inventories covering all reserves in Northern Ontario and by the commencement of a programme aimed at securing similar inventories of the forest resources on the reserves in British Columbia.

In addition, the Indian Timber Regulations, which govern the disposal of timber from Indian reserves, were revised and brought up to date.

#### Mining:

While there was no mining of ore on Indian reserves during the period in question, the substantial road development programme that has been going on throughout Canada resulted in increased sales of sand and gravel. In 1948 sales of these materials amounted to approximately \$38,000 as against \$120,000 in 1958.

Revenue from oil and gas increased in direct relation to the discovery of new fields in the western provinces, particularly in the Province of Alberta, and in view of the oil and gas potential underlying reserves in western Canada a Petroleum Engineer was added to the staff in 1957. Receipts from this source in 1948 totalled \$113,000 whereas in 1958 the total was over \$2,500,000. Total receipts for the ten year period were just over \$13,000,000.

In 1958 there was a major revision of the Indian Oil and Gas Regulations to bring them more into conformity with developments in the oil and gas industry.

#### General:

The work of the Resources Section may be likened to that of a trust company managing valuable assets for a client. During the ten year period in review this section, through its management of reserve resources, has derived for the Indians over \$30,000,000.

#### LAND AGREEMENTS

In 1958 an Agreement was entered into between Canada and the Province of New Brunswick to settle various outstanding problems regarding Indian lands in New Brunswick which arose from a decision in a case heard by the Judicial Committee of the Privy Council of Great Britain involving the respective rights of the Federal Government and the Provinces as regards Indian reserves.

Under the terms of the Agreement New Brunswick waives the majority of the provincial rights established by the court decision, thus enabling Canada to continue as in the past to manage reserves on behalf of the Indian owners, take surrenders and sell land without any claim by the Province.



During the same period negotiations were completed to sign a similar Agreement with the Province of Nova Scotia.

#### BANDS

The Indians of Nova Scotia, while living on various reserves throughout the Mainland and Cape Breton Island, had always been considered as one band, the Micmaes of Nova Scotia.

Administratively it had become more and more difficult to apply many of the provisions of the Indian Act to the group, particularly those provisions requiring the consent of the band, the consent of councils, etc., and it was believed that it was in the interests of the group to split up into a number of bands. To that end the desirability of a split and the problems inherent therein were discussed with representatives of the various groups at general meetings on several occasions, and ultimately with the concurrence of the Indians, they, their reserves and their trust funds were divided into eleven bands, five in Cape Breton Island and six on the Mainland.

#### TREATIES

The extinguishment of the aboriginal interest of the Indians in Canada through the negotiation of treaties has been underway for over 150 years. There are thirteen formal treaty areas and during the decade in question four bands signed adhesions to Treaty No. 6. They were the O'Chiese and Sunchiid Bands of Alberta and the Witchehan Lake and Sauiteaux Bands of Saskatchewan.

With the signing of these adhesions the process of entering into treaty with the bands in the formal treaty areas has now been completed.

#### REGISTRY SECTION

During the period in question a start was made on the compilation of two registers, a reserve land register and an individual holding register. The first will provide accurate and up-to-date information concerning the basic title to each of the over 2,200 reserves in Canada and subsequent transactions affecting the title.

The second will incorporate in a readily accessible form all data concerning surrenders and sale of Indian lands and will provide a ready reference to the land sale records of the Branch which extend back to the 1790's.

While substantial progress has been made in bringing the individual holding register up to date and a good start has been made on the reserve land register, it will be some years before it can be completed, and still more years before the surrendered land register can be compiled.

In addition to its work in connection with these registers, this section also undertook in liaison with the Surveyor General, Department of Mines and Technical Surveys, the planning of the survey programme carried out on Indian reserves each year. There is a heavy backlog of survey requirements and the planning of each year's work requires careful study and a good deal of correspondence with field offices to establish priorities for the work most urgently required in relation to the funds and surveyors available.



## ESTATES SECTION

This section is responsible for the administration of estates of deceased and mentally incompetent Indians and of the property of infants derived from estates. After a study of the whole question of the Department's responsibility in this matter there was a complete re-organization of the section during the period in question with a very substantial increase of staff and consequent increase in the attention given to the administration of estates.

Since July 1, 1954 this increased staff has concluded the administration of over 7,000 estates, over half of which constituted a backlog that had accumulated over past years. Apart from administering current estates the section has been required to review many old estates in which the administration was not completed in the past with a view to certifying land titles. While there is still a backlog of old estates to be concluded, the rate of progress may be assessed as four estates being concluded for each new estate being opened.

## MEMBERSHIP SECTION

Prior to 1948 there was no central record of the members of the various Indian bands and in fact in the case of many bands there was no accurate list of their members. The Joint Committee of Parliament which investigated Indian affairs in 1946, 1947, 1948 recommended that action be taken to prepare accurate lists and maintain them thereafter so that only persons properly entitled should benefit from money voted by Parliament for Indian Affairs.

The 1951 Indian Act established elaborate provisions for determining those who were entitled to be registered as Indians, provided for the immediate establishment of lists and a period of time in which there could be adjustments following protests from Indians and provided that following such period an Indian Register was to be maintained in which would be recorded the names of all persons entitled to be called Indians within the meaning of the Indian Act.

Lists for all bands were compiled and published in 1951. During the adjustment period provided by the Act, 792 protests against the inclusion or omission of names were received. The protests against the inclusion of certain families totalled 409 and involved 2,022 individuals. As a result of decisions on the protests and appeals of some of the decisions, 2,001 individuals were confirmed in band membership and 21 individuals were removed.

Protests against the omission of 220 names were received and considered. Of these cases 219 have been dealt with and in each case the protest was allowed and the individuals concerned were registered as members of Indian bands. One of the protests has not been dealt with as it has not been possible to locate the individual concerned to obtain information concerning it.

The Indian Register established by the 1951 Indian Act originally comprised Band Lists on which were enumerated the members of the various

bands. These lists are being replaced by a looseleaf system with a sheet for each family or single adult member on which will be recorded personal data regarding the members of the family or the individual. The preparation of the sheets for all bands has been a lengthy process, and it will be a year or more before the work is completed. The new type of Register is now in use in over 50% of the Agencies.

#### TRUSTS AND ANNUITIES SECTION

The Indian Trust Fund comprises the moneys realized from the management of reserve resources which are held and managed by the Government of Canada for the various Indian bands.

During the decade the outstanding features of the Fund and its management were as follows:

- (1) The over 50% increase in the size of the Fund - from approximately \$19,000,000 in 1948 to \$29,000,000 in 1958.
- (2) The increased responsibility for planning the expenditure of their funds assumed by many band councils.
- (3) The substantial increase in the number of bands preparing annual budgets of expenditures from a very few prior to 1948 to 188 in 1958.
- (4) The adoption of the practice of providing band councils with monthly statements of receipts and disbursements from their band funds.
- (5) The increase in expenditures for capital improvements on reserves and in assisting band members in improving their living standards and economic condition.

The following comparative statement indicates the changing balances, income and expenditures of the Indian Trust Fund over the ten-year period in question:

	1948-49	to	1957-58
Balance (31 March)	\$18,642,641.60		\$28,975,071.67
Receipts	3,116,694.64		8,468,628.97
Expenditures	3,035,502.31		7,150,117.96
<u>Major items of income</u>			
Government Interest	938,803.00		1,315,492.00
Oil Revenue	113,371.00		2,640,106.00
Rentals	* 437,665.00		958,785.00
Land Sales	392,360.00		255,703.00
Timber Dues	292,362.00		579,595.00
<u>Major items of expenditure</u>			
Distributions of cash	591,000.00		1,526,812.00
Housing	82,444.00		1,029,645.00
Relief	440,948.00		724,738.00
Agriculture	268,948.00		689,994.00
Roads	108,719.00		317,702.00

\* Includes oil rentals. (\$113,371)

Of special note is the fact that the expenditure for housing in 1958 was almost twelve times the expenditure in 1948 and that expenditures for roads and agricultural assistance increased substantially. The greater portion of the housing expenditure was in the form of loans repayable over a twenty-year period, and the amount expended evidences a desire on the part of Indians to raise the housing standards on their reserves.

## *Enfranchisement of Indians*

In the field of Indian enfranchisement the period 1948-1958 was notable for three reasons:

- (1) The major revisions in enfranchisement legislation.
- (2) The large number of Indians that were enfranchised.
- (3) The interest shown by various Indian Bands in becoming enfranchised as a group.

### Legislation

A brief review of the history of Indian enfranchisement is essential to a proper understanding of the changes made in enfranchisement legislation during the decade.

While provision for the enfranchisement of Indians appeared in the first consolidated Indian Act passed in 1876, the modern concept of enfranchisement stems from legislation passed in 1918, 1951 and 1956. The initial legislation envisioned that Indians would simply seek a change of status without any change in their residence or mode of livelihood. In consequence it provided that with the consent of his band an Indian living on a reserve could be enfranchised and given a temporary title to his reserve holding. After a probationary period this temporary title could be converted into a full title. With a few minor changes this was the basic enfranchisement legislation until 1918.



The first major change in the enfranchisement legislation came in 1918 with the introduction of a provision enabling Indians who were residing off reserves, were not following the Indian mode of life and who held no land on a reserve, to apply for enfranchisement. From that date on the Indian Act provided for enfranchisement under two sets of circumstances, the one where the Indian was living on the reserve and would like to be enfranchised and receive title to his reserve holding and the other where the Indian was living off the reserve and was simply interested in becoming enfranchised and receiving a share of band funds.

The next major change came during a general revision of the enfranchisement legislation in 1951 when for the first time provision was made for enfranchising Indian women who married non-Indians. Prior to that date such women, although they ceased to be of Indian status following their marriages, retained the right to receive treaty moneys and any distributions of band fund revenues. This concept of dual rights was dropped in the revision, and after 1951 Indian women who married non-Indians became subject to enfranchisement and received the same moneys payable to Indians who voluntarily applied for enfranchisement.

The third major change in the enfranchisement legislation was made in 1956. The 1951 legislation provided that when Indian women married non-Indians they and their children should be enfranchised. Within a year or so after the passing of this new legislation it became apparent that to enfranchise these children (the majority of whom were of illegitimate birth) with their mothers was not always practical nor in their best interests for in many cases they had not been cared for by their mother since birth and were being brought up on Indian reserves by Indian relatives. To meet this problem the Indian Act was amended in 1956 to give the Minister a discretion in deciding which children should be enfranchised with their mothers and in practice each case is considered upon its own circumstances. If a child has been accepted into the non-Indian foster home and is being brought up there, enfranchisement is usually recommended. However, if the child is being brought up on an Indian reserve by relatives or is likely to be adopted by an Indian or non-Indian family, then an enfranchisement recommendation is postponed indefinitely although the circumstances of the child will be reviewed yearly to ascertain whether any change therein warrants enfranchisement action.

#### Increase in Enfranchisement

During the decade, 6,301 Indians were enfranchised as opposed to 102 Indians enfranchised in the period 1876-1918 and 4,000 Indians enfranchised in the period 1918-1948.

This very substantial increase is in part accounted for by the 1951 change in legislation, providing for the enfranchisement of Indian women who marry non-Indians, under which 1,763 Indian women were enfranchised. However, the major factor appears to be simply that more Indians, particularly the younger generation, are finding and retaining more or less permanent employment off the reserves than was the case previously and once established off their reserves are reaching the decision to surrender their Indian status.

The details of enfranchisement over the decade are as follows:

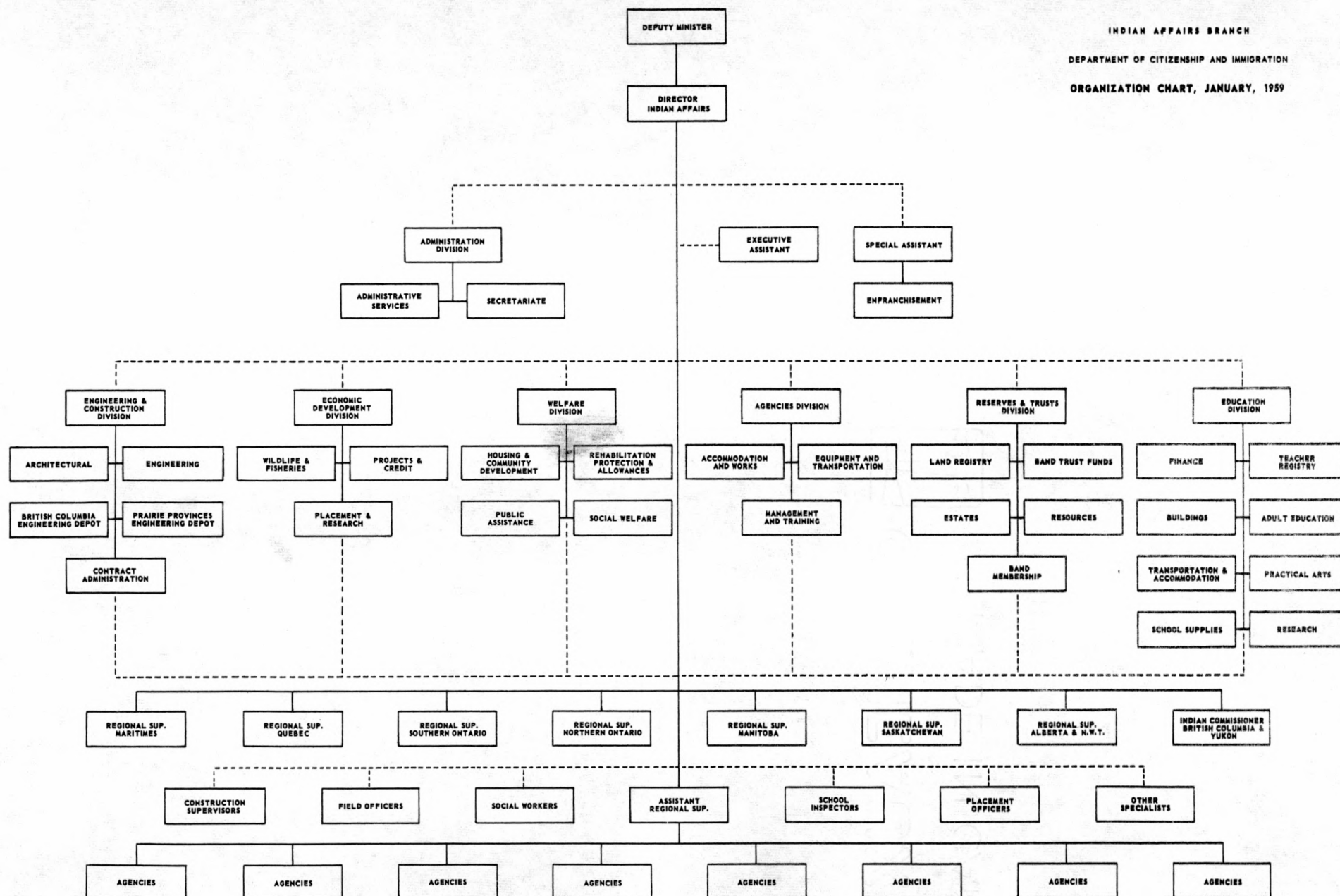
<u>Year</u>	<u>Adult Indians enfranchised upon application together with their minor unmarried children</u>		<u>Indian women enfranchised following marriage to non-Indians together with their minor unmarried children</u>		<u>Total Number of Indians enfranchised</u>
	<u>Adults</u>	<u>Children</u>	<u>Women</u>	<u>Children</u>	
1948-49	252	234	--	--	486
1949-50	159	111	--	--	270
1950-51	217	175	--	--	392
1951-52	284	261	53	17	615
1952-53	298	175	180	69	722
1953-54	248	218	237	85	788
1954-55	222	174	262	102	760
1955-56	192	130	337	97	756
1956-57	192	145	389	113	839
1957-58	<u>169</u>	<u>149</u>	<u>305</u>	<u>50</u>	<u>673</u>
	2,233	1,772	1,763	533	6,301

#### Band Enfranchisements

All Indian Acts have contained provisions enabling Indian bands to become enfranchised as a group, but up to 1948 only one band had been enfranchised and that action took place in the 1880's. During the ten year period under review four bands expressed an interest in enfranchisement. In one case in Saskatchewan the interest did not survive a full explanation of the machinery of enfranchisement of a band and the responsibilities that would fall upon the members of the band once they were enfranchised. In the second case, in British Columbia, while the preliminary consideration of the band's application was favourable, certain legal difficulties involving the title to the reserve lands delayed action on the application for several years. During these years there was a major change in the mode of livelihood and economy of the group which brought about a change in attitude on the part of the band, and the application was not recommended. In the third case, in the Province of Alberta, a band of 125 members living on a small reserve was enfranchised on its application. Those members who had recognized holdings on the reserve received title to land while those who had no holdings received a cash payment in lieu of land. In addition, the band funds of over \$100,000 were distributed equally to all the band members. In the fourth case, in Ontario, the band comprised one family living on a small reserve, and the result of the enfranchisement was to give the family title to the reserve lands and the funds of the band.

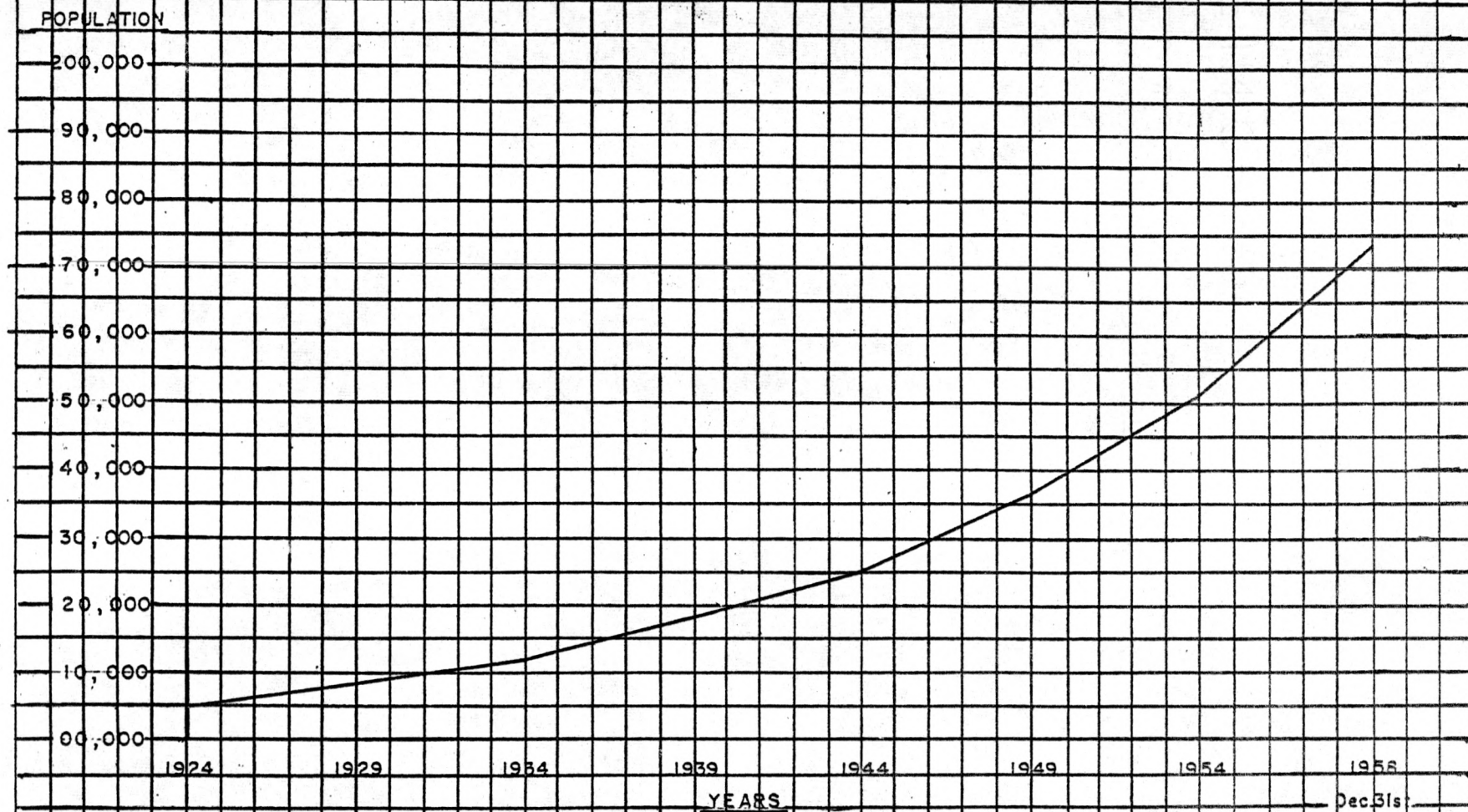


INDIAN AFFAIRS BRANCH  
DEPARTMENT OF CITIZENSHIP AND IMMIGRATION  
ORGANIZATION CHART, JANUARY, 1959





INDIAN POPULATION IN CANADA  
Years 1924 TO Dec. 31st, 1958 inclusive

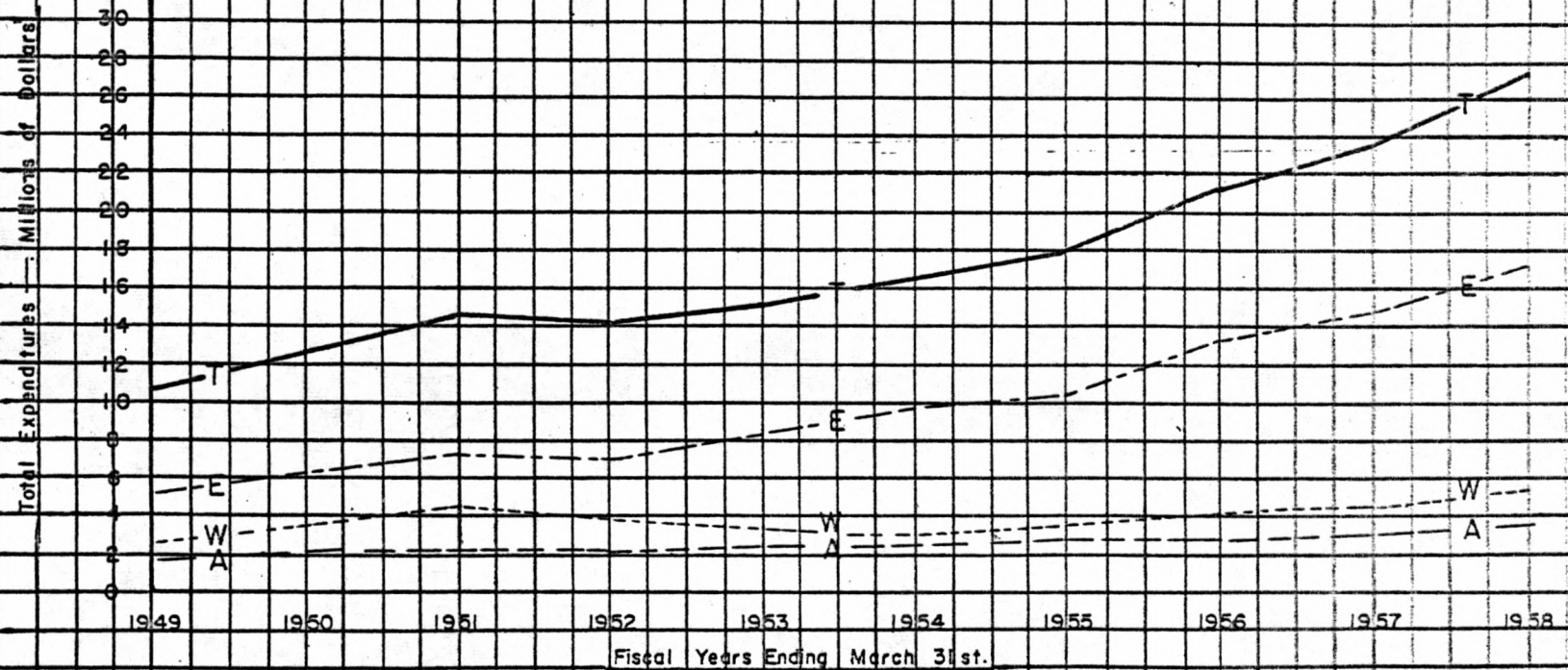




# INDIAN AFFAIRS BRANCH

## TOTAL EXPENDITURES

Fiscal Years Ending March 31st 1949 TO 1958



— — — — — A - Agencies Division  
 - - - - - E - Education Division  
 . . . . . W - Welfare Division  
 — · — · — T - Total Branch Expenditures



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