

DEVELOPMENT CONFERENCE

MARCH 21st. - 25th. 1966.

HOLIDAY INN

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DEVELOPMENT CONFERENCE

March 21st to 25th inclusive

Holiday Inn

MONDAY, March 21st - Day Chairman: Mr. T. L. Bonnah

- 9:00 a.m. - Introductory Remarks by Conference Chairman
- 9:15 a.m. - Mr. E. A. Côté, Deputy Minister
- 9:30 - 10:00 - "Indian Affairs - 1966" R. F. Battle
- 10:00 - 10:15 - Coffee
- 10:15 - 10:45 - Organization for Development - J.W. Churchman
- 10:45 - 12:15 - Group discussion: relationships and division of responsibility in respect of development.

12:15 - 1:30 - Lunch

- 1:30 - 2:00 - Reports from groups
- 2:00 - 3:00 - The Personnel Function - Miss L. Johnson
 - Mr. A. Leslie
 - Recruitment
 - Classification
 - Personnel assessment
 - Staff training - responsibilities
 - creation of new positions
 - relationship of I.A.B. to the Departmental personnel organization
- 3:00 - 3:15 - Coffee
- 3:15 - 4:00 - General discussion on Personnel
- 4:00 - 5:00 - The Role of the Planning Directorate - W. Rudnicki
 - Planning - its purpose
 - responsibility for planning by
 - the Directorates
 - the Regions
 - the Agencies

6:30 - BANQUET

TUESDAY, March 22nd - Day Chairman: Mr. G. McCaw

8:30 - 10:00 - Welfare Programs - F. A. Clark

- Welfare agreements with the Provinces
- Welfare arrangements in provinces where no agreements are in effect
- role of the Welfare Consultant

10:00 - 10:15 - Coffee

10:15 - 12:00 - Cultural Affairs - Y. Teriault

- Aims and objectives
- Staff organization
- Cultural grants

12:00 - 1:30 - Lunch

1:30 - 3:00 - Community Services - A. Fraser

- The Leadership Training Program
- Band Development Grants
- Community Development - its meaning and significance
- The role of the Community Development Officer and Assistant Community Development Officer
- The obligations of other staff in the Branch
- The Community Development Agreement

3:00 - 3:15 - Coffee

3:15 - 4:00 - Discussion on Community Development

4:00 - 5:00 - The Education Program - R. F. Davey

WEDNESDAY, March 23rd - Day Chairman: Mr. J. J. LeVert

8:30 - 9:30 - Financial Management - J. M. Thibeault

- review of new system
- monthly statements
- variances
- supplementary estimates
- signing authority
- administration of revenues from a development project

9:30 - 10:15 - The Budget Process - J. M. Thibeault

- its purpose
- the schedule for the budget process
- responsibilities for budgeting
- evaluation of the budget

10:15 - 10:30 - Coffee

10:30 - 11:00 - Discussion

11:00 - 11:30 - Engineering and Construction - G. Bowen

- The purpose and role of the Division
- objectives
- role of the Region
- role of the Engineering and Construction personnel in regional locations

11:30 - 12:00 - Discussion

12:00 - 1:30 - Lunch

1:30 - 2:30 - Engineering and Construction for 1966-67

- Community Planning - C. Crapper
 - water and sewer
 - roads

2:30 - 3:00 - Discussion

3:00 - 3:15 - Coffee

3:15 - 5:00 - General discussion on priorities in connection with capital improvements on Reserves

- Lead-off remarks - G. Bowen

THURSDAY, March 24th - Day Chairman: Mr. D. Clarke

- 8:30 - 9:30 - Economic Development - R. G. Young
- Review of the findings of the Hawthorne Study
 - Organization for program implementation
 - purpose, objectives
 - role of the Region; the Division
- 9:30 - 10:00 - Employment and Relocation - D. L. Jackson
- purpose and objectives
 - proposal for programming
- 10:00 - 10:15 - Coffee
- 10:15 - 12:00 - Group discussions
- to consider proposals for program
 - to recommend improvements
- 12:00 - 1:30 - Lunch
- 1:30 - 2:00 - Reports by groups on Employment and Relocation
- 2:00 - 3:00 - Business and Industrial Development
- Purpose and objectives Mr. R. Nablo and
 - Proposals for programming Mr. V. Vokes
- 3:00 - 3:15 - Coffee
- 3:15 - 4:00 - General Discussion
- 4:00 - 4:30 - Programming for Renewable Resources
- role of the Region and the Division
 - Fish and Wildlife - D. H. Gimmer
 - Forestry - D. Yeomans
- 4:30 - 5:00 - Minerals Development - A. B. Irwin

FRIDAY, March 25th - Day Chairman: S. Knapp

8:30 - 9:30 - General discussion on formulae for
financial participation by Bands in providing
capital improvements on Reserves

- Lead-off remarks - G. Bowen

9:30 - 10:00 - "Expo" - J. Powadiuk

10:00 - 10:15 - Coffee

10:15 - 10:45 - Other business

10:45 - - Summation - J. W. Churchman

ADDRESS BY MR. E. A. CÔTÉ, DEPUTY MINISTER,
DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

Mr. E. A. Côté was introduced to the conference by the day-chairman, Mr. T. L. Bonnah, who praised the work of Deputy Ministers who had previously given service to the Indian Affairs Branch. Mr. Bonnah felt assurance that under Mr. Côté's administration, as borne out by his vast experience and reputation, that we could rely on sound advice, judgements and leadership.

Replying, Mr. Côté thanked Mr. Bonnah for his words of introduction, and went on to say that he hoped that during the coming years it would be possible for him to visit as many Indian reserves and bands as possible, so that he could see for himself the problems found by the Indian people.

Mr. Côté paid recognition to his predecessors, whose influence, leadership, policies, and guidance had greatly contributed to the development of the Branch, to the advantage of all Indians. He also acknowledged and gave due credit to other officers of the Branch, who in their daily tasks strive to meet the needs of the people. Indian Affairs Branch, he said, has had little enough staff, and little enough money to do the sort of work which will be needed for the advancement and development of Indian people.

In the past few years, however, great strides have been made to improve these conditions as a direct result of the efforts in the Indian Affairs Branch, and here, Mr. Côté referred to the accomplishment under the previous Deputy Ministers, Dr. George Davidson, and Mr. Claude Isbister.

With increased staff and moneys, Indian Affairs Branch is now better equipped to carry out the mandate to which it is charged. In the last two years, the total budget has risen from 50 million to 90 million dollars.

There is a lot of planning to be done, Mr. Côté said.....The housing program took two years in the making.

We can look more hopefully to the future, he went on to say, because the Canadian conscience has been awakened. But a national effort is necessary to help the Indians in Canada.

Mr. Côté said, as a result of the experience of past years, we have inherited today, a very well organized Branch composed of a dynamic group of people, adapted to the circumstances of the daily operations.

With a forceful flow of ideas on what is still needed, Mr. Côté thought that we could look forward with a great deal of confidence to the future.

No programs, he said, are perfect, and to aim for perfection before acting would be pointless, as nothing would ever be accomplished. It is

necessary to quickly come to conclusions of what seems to be the best solution to any problem and always keep in mind what we can do for the Indians, and not what we can do for the program.

It is necessary, Mr. Côté continued, that we define our objectives in the sense of serving the Indian people, and the ways and means of achieving these objectives. The formulation of ideas to help the Indians (and by Indians) is more important even than the programs to implement these ideas.

We must be clear in our objective; clear on the ways and means; and act accordingly and avoid the myriad points of discussion and get nowhere arguing - - rather we should quickly come to our conclusion.

Mr. Côté closed by wishing the conference every success during their deliberations for the coming year.

ADDRESS BY MR. R.F. BATTLE, ASSISTANT DEPUTY MINISTER,
INDIAN AFFAIRS BRANCH, DEPARTMENT OF NORTHERN AFFAIRS
AND NATIONAL RESOURCES

In his opening remarks to the Conference, Mr. Battle welcomed particularly the new members who had joined the Branch in the past year and introduced them to the Conference as a whole. He then reaffirmed the general aim and objectives of the Branch, namely, to assist the Indian people to advance socially, economically, culturally and politically and expressed the hope that with modifications as time progresses these general objectives will be accepted by Indians and other Canadians.

He then spoke of the need for real and effective co-operation between all members of the I.A.B. staff regardless of their specific and particular functions and responsibilities. He said he had stressed at the Community Development meetings at Laval that our task is to help bring about change for the better through evolutionary and not revolutionary processes. All must be aware of their responsibilities and remember that regardless of their position in the Branch they do report to superiors and indeed must be held accountable for their actions.

Mr. Battle then went on to talk about the reorganization not only within the Branch as it has been developing over the past year but now within the proposed new Department. He reaffirmed that the Indian Affairs Branch will be going to the new Department as an entity but he stressed that with other Branches we would be sharing the use of central services and as time goes on there will obviously be increased collaboration and co-operation between Divisions operating in the same functional areas. This is necessary if there is to be any real benefit from bringing Northern and Indian Affairs together. He asked members of the Indian Affairs Branch staff to make the best of this new opportunity in the new Department seeing no need for concern for each individual's security so long as he discharges his duties and responsibilities in a satisfactory manner.

Referring specifically to reorganization of the Branch, Mr. Battle saw this as essential if we are to promote self-government on reserves and secure extension of provincial services to Indians. Problems facing the Branch have become increasingly complex and programing has been extended into more and more areas affecting the lives of people in the communities we serve. Therefore, it is essential that delegation of authority and decentralization to the community level be carried out quickly. Not only is delegation of financial authority necessary but experimentation with band councils despite the risks involved must proceed if self-government and self-administration is to be achieved. He emphasized the growing trend to the establishment of District offices and the gradual withdrawal of close administrative contact with Indian communities able to administer their own affairs. He talked also about the need for Headquarters to assume more and more a planning rather than an operational role. While Mr. Battle recognized that this reorganization both within the Branch and in the new Department has been unsettling to some, he expected all to actively support it and was confident that it will enable the Department to more competently discharge its responsibilities.

The speaker then turned to the principal tasks facing us in the new fiscal year. He said first priority must be given to the programs that Parliament and our Minister expect us to carry out. He recognized that our task of completing the ninety-six million dollar program in 1966-67 might cause us to occasionally compromise on the principles of community development. However, with the new system of financial management in effect in April and the flexibility made possible he saw no reason to impose any program or project on the people in a community. He expected the Branch to carry out its program with the support and co-operation of the Indian people and that all the money will have been expended wisely. To do this, it would be necessary for every member of the staff to pull his weight. A new approach to staff evaluation will be introduced so that each of us will know precisely what our responsibilities are, what is expected of us and how we will be assessed.

Another priority task for 1966-67, Mr. Battle said, was to further improve relationships between the Branch and the Indian people. He said the Regional Advisory Councils are now functioning and it will be necessary to establish more clearly the role of these Councils in Indian administration for now and the future.

A further principal task is to improve our relationship with the provinces. He hoped that a clearer role of the Regional Co-ordinating Committees would emerge in 1966-67 and that a closer relationship between these committees and the Indian Advisory Councils would be established. He also hoped that welfare agreements, community development agreements and education agreements would be signed with most of the provinces.

Mr. Battle then talked about the five-year program for the development of reserve communities as announced by the Minister recently. The implementation of this program will place heavy demands on us and the Indian band councils. Our major concern is that the money be spent wisely and that the communities themselves are ready to receive this assistance and to use it properly.

Another area in which positive results must come in 1966-67, Mr. Battle said, is in improved public relations. He observed that plans had been made in this important area when we were in Citizenship & Immigration and the moves to the new Department actually set us back temporarily. However, he said that we are now getting positions established and he hoped we would have productive arrangements in effect before the new year is out. He stressed the importance of conveying the facts to the public even if, as in the paper on poverty, they are not rosy. At the same time, it is essential that full advantage be taken of the successful ventures being carried out by the Indian people.

Mr. Battle then referred to the five main objectives outlined in the talk at Trinity College and stressed for 1966-67 the importance of the development of resources and the placement and relocation of Indians to take advantage of job opportunities. He said we will need to establish a much more comprehensive resource development and relocation program to be worked out in consultation with the Indian people and particularly to set some objectives for the next five years. He saw this as one of the principal tasks facing this Conference.

Finally Mr. Battle said we want to see the Planning Directorate organized and operating so we will have at Headquarters one Directorate specifically

responsible for effective co-ordination in planning. He saw the Planning Directorate concerning itself with research requirements essential to long term planning over a period of fifteen to twenty years. This view over the long term, he said, is something that has simply not been possible in the past. He expected to see the Planning Directorate working very closely with the Advisory Councils and, of course, Headquarters and field people in the Branch.

In the final word, Mr. Battle said this: "I have been an Indian Superintendent and I know how it feels when people come to you and ask for relief and you really have no alternative to offer them." This is a very serious problem facing the local administrator. It is my hope that when our programs are properly functioning and when the Development Directorate is working as it should, that when a physically-able person comes seeking relief, the Superintendent or, in his place, the Band council or the administrator will be able to say "Come to me seeking jobs instead of handouts and indeed you will be rewarded".

ORGANIZATION FOR DEVELOPMENT (Paper)

The opening paragraph in the "Minister's Handbook on the Indian Affairs Branch - 1966" states -

"The fundamental purpose of the Indian Affairs Branch is to assist the Indians to participate fully in the social and economic life of Canada. Related to this basic objective are the aims of the Government's specific programs in the field of education, economic development, social welfare and community development. All of these programs foresee the Indian people sharing the rights and responsibilities of citizenship and participating on the basis of equality and opportunity through the full spectrum of Canadian life."

The aims of the specific programs are summed up in a listing of five long term objectives as set forth some time ago by the Assistant Deputy Minister. They read as follows:-

- (a) An accelerated education program with increased emphasis on joint schools, kindergartens, adult education courses, training and retraining for employment and assistance in job placement.
- (b) A five year program for the improvement of the physical community including the provision of 12,350 housing units both on and off reserves.
- (c) An expanded program of industrial and resource development in economically viable communities and relocation of families and communities at public expense from economically depressed areas.
- (d) Development of responsible local governments and administrations, and, through the complete re-organization of the Branch, the gradual withdrawal of agency administrative staff and adoption of an educational and advisory role in place of an administrative role in relation to Indians and their communities.
- (e) Extension of normal provincial services to reserves as quickly as possible and encouragement of Indians to look to provincial and other agencies for more of the services they need.

It is interesting to note in passing that four of the five objectives stated above are the responsibility of the development aspect of the Branch.

It is also worthy of note that the entire program is people oriented. Each aim or objective is aimed at the social, economic or cultural

development of the Indian people.

It has been the considered opinion of the more advanced thinkers in Resource Management that natural resources have real value only to the extent that they can contribute to the well-being of people. Our emphasis would indicate that we too subscribe to that philosophy.

In considering how I might outline the responsibility of the Development Directorate in the development of the Indian people I recalled a statement made by the Assistant Deputy Minister when I asked him what he would hold me responsible for as Director. His reply was - "All field programs (education excepted) to develop the human and natural resources in Indian communities." Just how big an undertaking this is becomes startlingly apparent when one enumerates and assesses the various programs which contribute to the development of the human and natural resources of the Indian community.

Here is how the list develops.

- (1) The development of natural and mineral resources on reserves to raise family incomes and generally improve the standard of living.
- (2) An Industrial Development Program which will utilize both the natural resources and Indian labour. This would include the preparation of Indian people to participate fully in an industrial economy.
- (3) A Financial Program to provide grants, loans and capital to individuals, groups and bands to enable them to participate as entrepreneurs in the Canadian economy.
- (4) A Placement and Relocation Program which will provide the necessary assistance to enable re-establishment from depressed areas to centres of employment.
- (5) Programs to provide temporary employment in depressed areas including winter works and C.E.P.
- (6) Programs to improve the physical environment of the Indian community which will facilitate the transition of Indian people to employment and location in the wider Canadian community. Such a program includes -

Community Planning
Electrification
Housing
Water and Sewage
Roads

etc.

- (7) A program to assist Indians to procure suitable housing off reserves.

- (8) A Cultural Program to promote the better acceptance of Indians and to restore the Indians' pride of race.
- (9) A Community Development Program to help Indians define and meet their needs in this 20th Century.
- (10) Undertakings with provincial jurisdictions to provide for the extension to Indians on reserves of provincial services, particularly in the fields of welfare, community development and municipal services, as well as in agriculture, recreation, forestry, etc.
- (11) Similarly, the extension of other federal programs and services to Indian reserves in the same manner as extended to other communities. These would include ARDA, PFRA, assistance to industry in designated areas, etc.
- (12) Welfare Programs to ensure Indians are treated no less favourably than other Canadians who require such assistance, but also designed to rehabilitate the recipient wherever feasible and as quickly as possible.
- (13) The development of programs designed to promote local administrations and establish local self-government. This will involve leadership training - the encouragement of bands to provide the services now provided by the Branch, and finally the withdrawal of agency staff.

I suppose one could continue to list other projects and programs, but I believe the foregoing are the major items and are sufficient to indicate the magnitude of the task.

It is obvious that to implement such a program requires a task force comprising many skills and involving many disciplines. Since the clients to be served number some 211,000 people in 551 bands located on or off 2,267 reserves in ten provinces and several territories, it is also obvious that the organization required can be neither small in size nor simple in structure.

How do we organize for development? Organization simply defined is the dividing up of the tasks that have to be performed in such a way as to make the best use of the skills available and obtain the most efficient results with the facilities at hand.

There are undoubtedly many ways in which we could organize to perform the tasks required to obtain our objectives and I am sure that a goodly number of them would produce equally acceptable results. I say this because I do not believe that there is any one best type of organizational structure to administer a program, and I do believe that every organization can be improved upon at any given time.

What is important is that the organization be flexible. It must not be a rigid straight-jacket. We live in a period of rapid change and whatever organizational system we adopt must be able to accommodate itself to change as circumstances demand.

Of the various methods available to organize our forces to reach our goals and objectives we have chosen one which tends to group together those activities which have a number of features or functions in common.

We thus find four Directorates -

- Administration
- Education
- Development
- Planning

Three Divisions -

- Finance
- Personnel
- Federal-Provincial Relations

and seven Regions as the major groupings in our organization

Some of the major groups are made up of lesser or minor groups as in the Development Directorate where you find three, namely -

- Social Programs
- Resource Programs
- Engineering and Construction Programs

and each minor group consists of a number of specific activities as in the Resource Programs where we find -

- Forestry
- Wildlife
- Minerals
- Land Use
- Placement
- Relocation
- Industrial Development

etc.

With respect to the organization at the regional level, this can be described as generally being an image or replica of the Headquarters system with the agencies replacing the regions.

That, very briefly, is the organization as it appears on a chart or diagram. This is the skeleton as it were, and to it must be added the flesh in the form of people, and, of course, this is where the complications begin, because as soon as you involve people you invoke problems of job descriptions, classification, pay scales, work schedules, delegation, responsibility, supervision, evaluation, co-ordination and a host of others.

You may wonder why I have shown the entire Branch organization instead of referring only to the Development Directorate. On reflection, you will recall my topic was "Organization for Development" which involves much

more than the Development Directorate.

The Personnel Division, for example, assist us with classifications, recruitment, pay scales, etc., and run interference for us with the Civil Service Commission. The Financial Services provide similar assistance in their field and look after our requirements from Finance and Treasury. The Administration Directorate provides numerous services which enable us to carry out our program. Similarly, Education is a close ally for without their program there would be little, if any, development.

If we might speak in broad terms of the roles of the Headquarters Development Directorate and the field as represented by the regions, we could say that Headquarters is responsible for the formulation of programs and the development of policy -- the regions for the implementation of the program. Of course it is not possible to make such a definitive statement because, for one thing, present delegation of authority requires Headquarters to exercise certain administrative or implementation activities such as signing leases, etc., and secondly, it provides better programs and better policy if they are developed in collaboration with the field administration.

A major function of the Director of Development, and indeed the Regional Directors, is that of co-ordination. There is continual need for the co-ordination of programs and policies within the Directorate -- placement and relocation in the Resources Division must be closely co-ordinated with the housing program, while the training of people for placement may be one which involves the Education Directorate or Social Programs.

If we are to get maximum results from our programs to develop the Indian people, we must be constantly conscious of the inter-relationship of our various programs and ensure that we proceed in a co-ordinated manner, not as "Don Quixotes" riding off in all directions.

In order for development to take place a favourable climate must exist. The Indian must be amenable, not hostile, to ways of improving his lot. It is imperative, therefore, that a creative relationship exist between the Indian and the non-Indian, and it is our responsibility to continually work to this end. Perhaps one of the best ways to foster such a climate is by example. Harmony of operation between all personnel of an agency or division, yes, of the Branch, is more likely to make a good impression on the Indian community than a situation with smacks of dissension and disagreement.

I have been intrigued by the tremendous surge of activity and the acceleration of programs in recent years in the Branch. This is readily reflected in the budgets as recorded over the past four years. May I share with you my findings in this area.

Total Branch expenditures -

1963 - 64	-	\$55,597,000
1964 - 65	-	64,765,000
1965 - 66	-	79,773,000
1966 - 67	-	97,087,000

This is an increase of forty-one million or 75% in three years.

Looking at the portion of the budget for the same years which provides for the development and maintenance of Indian communities, we find the following:-

		<u>Staff</u>
1963 - 64	\$15,981,000	
1964 - 65	19,089,000	
1965 - 66	27,619,000	534
1966 - 67	29,790,000	668

which is an increase of almost fourteen million or 87% in three years. Staff increased from 534 positions by 134 to 668 in the last year.

Our capital program for the same years shows a fantastic increase on the Development side of almost eleven million dollars, or three and three-quarter times itself in three years with a 67% increase in the last year. The relevant figures are -

Capital Expenditures

	<u>Development</u>	<u>Schools</u>	<u>Total Capital</u>
1963 - 64	\$ 4,056,000	\$5,769,000	\$ 9,915,000
1964 - 65	5,810,000	6,790,000	12,706,000
1965 - 66	8,944,000	7,500,000	16,674,000
1966 - 67	14,994,000	8,400,000	23,809,000

It is interesting to note that next year for the second time more money will be spent on the capital development of Indian communities than will be spent on school construction.

The speed with which we are moving is indicated, too, by the speed at which forecasts become obsolete.

The Branch's forecast made a year previously for 1966-67 requirements, was \$81,000,000, and \$95,772,000 for 1967-68. As you will note, our budget approved for 1966-67 surpasses the 1967-68 forecast by \$1,300,000.

Increases such as these don't just happen because somebody is a good talker before Treasury Board, though I'll admit that does help.

I think they reflect an awareness on the part of the Government that there is much to be done among our Indian people. They reflect the 'winds of change', as someone called them, blowing through the Indian community. They reflect the country's concern for those caught in the web of poverty.

There is, too, it seems to me a sense of urgency pervading the whole scene -- an urgency on the part of the Indian people to receive a greater share of the better things -- an urgency to undertake more of the administration of their communities -- an urgency to be recognized as free and competent people.

Cold hard statistics speak clearly of the need for action such as -

- Fifty per cent of the Indian population is under sixteen years of age in an ethnic group which is increasing at the rate of 3.22% annually.
- The number of Indian youth annually reaching the age of eighteen increases steadily from 4,500 in 1966 to 8,000 in 1980. This is the new group which annually enter the labour force.
- There will be a minimum of 1,250 new family formations annually for the next five years. They will require housing.
- There is a backlog of 6,000 houses needed now on Indian reserves.
- There are 40,000 males and 37,000 females between the ages of sixteen and forty-four, and only a small percentage are self-supporting or have steady jobs.

And so we could go on. Where do we stand? What must we do in the immediate future?

Our Community Development Program is well launched. Staffing should be virtually completed in the year ahead. Results can be expected to show and affect our program in various ways.

The Government last Thursday announced a five year, one hundred and twelve million dollar program for the development of the physical community. We now have the money -- we must implement the program.

Our Indian of Canada Pavilion for Expo '67 has been approved and is gaining momentum but there is a deadline and much to be done.

Agreements on Welfare and Community Development with the provinces are temporarily 'on rough seas'. Our best diplomatic foot must be put forward to salvage this program.

Consideration is being given to a program to further develop the natural resources on reserves. This will involve resource inventories, land use studies, etc. Recruiting of skilled staff is proving a difficulty but we are encouraged by recent events. We must proceed with all speed in developing this program.

Industrial development on and off reserves to provide employment for Indian people has been studied arduously by Ron Nablo and company. There are still many problems to solve and you will have an opportunity to help provide the answers later this week.

Job placement, job training and relocation and establishment could

well be the next most important step in the rehabilitation of our Indian people. Dr. Hawthorn has placed major emphasis on this subject in his report which is now in the drafting stage. Doug Jackson will present a draft plan to you for discussion. We hope when you are finished with it we will have a model program which will bring maximum results.

Recruiting of Development Officers needs to be accelerated, and I would suggest a training program be devised for them if we are to achieve maximum results from their efforts.

Most of the programs thus far are concerned with the creative comforts of people, namely, improving their position with respect to food, clothing and shelter. This is undoubtedly as it should be. However, we must not overlook the great cultural heritage of our Indian people. Yves Theriault is in charge of cultural programs and will present suggestions for your consideration on Tuesday.

And through all of these programs we must continually keep in mind the involvement of the Indian people. We must show leadership, but the choice must be theirs.

There is much to be done -- the time is short in some respects -- there are many problems to be solved. I am confident that we have the capacity, the ability and the desire to handle the job completely and efficiently, with satisfaction as our reward and for our Indian people a better way of life.

ORGANIZATION FOR DEVELOPMENT (Discussion)

The following are points and expressions of opinion reported by the discussion groups. The questions examined concerned the working relationship between senior officers whose functions have changed during the period of reorganization or who now hold newly established positions. Four groups reporting:

Roll of Director of Development

- Group 1. He should be part of the staff structure, responsible for national policy, planning, financial sources and for interpretation of policy to regional director.
- Group 2. Interpretating national policy of the development directorate to the regional director.
- Group 3. Director of Development is responsible for providing information, direction and service to Regional Director to enable him to implement programs.
- Group 4. The Director of Development is responsible to the Assistant Deputy Minister. The relationship between the Director of Development and the Regional Director should be one of consultation and advice. If there is a conflict of views, the matter is referred to the A.D.M. This consultation and advice is a two-way process - policies in Ottawa can only be developed on the basis of full consultation with knowledge of the field; on the other hand, regional operations must be conducted not only in accordance with the needs of the Indian people in this particular region, but also in accordance with regional policies.

Roll of Regional Director

- Group 1. Part of line structure with executive or implementation function, responsible for decision making and expenditure of monies. Also an assessment or evaluation role to report accomplishments on the ground to A.D.M.
- Group 2. Regional Director's role to report back to the Director of Development recommendations and suggestions for changes, revisions or the need to broaden the scope of national policy.
- Group 3. Regional Director is responsible for implementation of all programs in a region.

Relationship Between Director of Development and Regional Superintendent of Development

- Group 1. The Superintendent of Development works out refinements in program implementation in his functional areas. Both are staff functions with parallel roles. No direct line between them as far as respon-

sibility. Both responsible for clear communications in specialists areas.

- Group 2. Unless in exceptional circumstances, there should be no direct relationship between the Regional Superintendent of Development and the Director of Development.
- Group 3. There is no direct relationship in terms of authority between the Director of Development and Regional Superintendent of Development. There is a direct relationship in terms of professional direction between the Director of Development and his staff and the Regional Superintendent of Development and his staff. Normally this relationship will be through the Regional Director.
- Group 4. The Superintendent of Development is responsible to Regional Director. There should not ordinarily be direct relationship and responsibility between the Superintendent of Development and the Director of Development particularly in connection with the application of the matters of policy.

Division of Responsibility Between Director of Development and Regional Superintendent of Development and Divisional Chiefs.

- Group 1. Same basic theme as between Director of Development and Regional Directors. Greater clarity of relationships will evolve under next year or two as decentralization process proceeds. Relationship between divisional chiefs and Superintendent of Development has to be an informal one.
- Group 2. On authority of Regional Director that Regional Superintendent of Development looks to Division Chief as a consultant or to the extent of calling on the service of his staff for implementation of their development program.
- Group 3. Division chiefs provide technical and professional services to the Regional Director through him to his professional or development staff including the Regional Superintendent of Development.
- Group 4. Division chiefs communicate with the Superintendent of Development in connection with implementation of programs pertaining to their own division responsibilities. Anything of a policy nature should be channelled through the Director of Development to Regional Directors.

Relationship Between Regional Director and Superintendent of Development

- Group 1. Establish a two-way stream of communication. Superintendent of Development has responsibility in his program areas and authority to authorize funds.
- Group 2. In the region, responsibility of Superintendent of Development to ensure regional program is in line with national policy. Clearing

and co-ordinating his program through the Regional Director with all other regional Branch programs.

Group 3. The Regional Superintendent of Development is responsible to the Regional Director for the implementation of development programs in a region.

Group 4. Superintendent of Development is responsible to the Regional Director for the implementation of all development programs.

Organization Structure of the Branch

Group 1. Premature Question.

Group 2. It will require maximum trust and co-ordination of all staff involved to achieve objectives of development directorate. In view of other organizational changes such as realignment with Northern Affairs and the new Financial Management Program, the group felt we should evaluate present structure further, to see if objectives of Directorate can be achieved before suggesting more change.

Group 3. No comment.

Group 4. Is the decentralization policy really accepted in Ottawa? Question is queried particularly with what appears to be a top-heavy Headquarters staff where the tendency is more than likely to usurp some regional responsibilities. A point in illustration is in the recruitment of staff by Headquarters personnel for regional positions without consultation.

THE PERSONNEL FUNCTION (Paper)

Personnel Staff at Regional Level:

This will be comprised of:

Personnel Administrator Three, Principal Clerk and Stenographer 3, except in the Northwest Territories and in the Maritimes. In those two regions instead of a Financial Advisor and a Personnel Administrator there will be an officer at the Administrative Officer 4 level who will be responsible for the Financial and Personnel functions.

All of these positions are in the process of being classified and we expect final decisions from the Civil Service Commission, Bureau of Classification Review, very shortly.

Both the Personnel Administrator and the Administrative Officer 4 will report to their respective Regional Directors in respect to Personnel matters. Technical guidance to them will be given by the Headquarters Personnel unit of Indian Affairs.

Recruitment: (Please see sheet "G" attached)

This aspect of Personnel work is a serious problem. I know it is to you in the field. It is of major concern to everyone at Headquarters and particularly, of course, to the Personnel service. However, it is not unique to Indian Affairs. The problem is government-wide and is a concern to industry as well. There just aren't enough people at present qualified to meet the demands of government and industry.

Our position in this matter is improving but not as rapidly as we, or you, would like.

The establishment of Indian Affairs is 2,885. Of these 1,489 are teachers. Other than teachers there are 1,396 positions of which 191 are vacant. Of these 130 are in the Development Directorate.

Included in the problems faced in our recruitment efforts are these:

1. The large, and I am sure you agree, long overdue increase in staff: 101 positions approved in May 1966 via Supplementary Estimates. 125 positions approved more recently as part of approved reorganization. Of these 226 positions, 203 were in the field and 23 at Headquarters. To these 226 new positions you may add 142, being the 12% normal attrition vacancy rate for government, and you have 368 vacancies existing in July 1965. By January 1966 we had been able to fill 99 of the new positions and had reduced the total vacancies to 191.

There was at last count a month ago the following percentage of vacancies:

Overall (Headquarters and Field)	13.6%
Headquarters	15.3%
Field	13.4%

Some idea of the situation with regard to competitions may be had from the following:

Competitions completed since Jan. 1, 1966	- 15
Competitions now in progress	- 38
Outstanding requisitions	- 126
Staff appointed since Jan. 1	- 42
Number of Offers of employment out	- 19

Since the vacancies should not exceed 12% of the establishment it is obvious improvement must be made and our objective is to reduce it to the absolute minimum i.e. as far below 12% as possible.

2. Reorganization of Indian Affairs Branch and the requirement to get Civil Service Commission clearance on the classification of new positions.
3. Reorganization of the Civil Service Commission which has caused delays: First, in getting these required classification clearances and, second, in getting competitions launched and completed. There is provided herewith a copy of an address by the Chairman of the Civil Service Commission, Mr. Carson, which covers the changing role of the Civil Service Commission.
4. The reorganization of government whereby our Personnel policies and procedures must conform to Northern Affairs and whereby we have lost a number of Personnel Administrators and their supporting staff to the new Department of Manpower.

To meet these difficulties we have tried to give top priority to recruitment in all its aspects. Please keep in mind that Personnel is involved as the initial party in seeing to it that some 3,000 paychecks get to the right people at the right address in the right amount every two weeks. Adjustments connected with C.P.P., salary increments, promotions, rental deductions, hospital and surgical premiums, superannuation, overpayments incurred on resignation - all must be processed initially by Personnel. Add questions from Members of Parliament, requests for information re jobs and promotions, plus the huge workload resulting from the misconduct of a few of our staff and it should be obvious that recruitment, while very important, is only one aspect of Personnel responsibility. However, just now and until the vacancy situation is normal it will get top priority.

With respect to the reorganization of the Civil Service Commission and the difficulties inherent in that situation we have sought by meetings with the people there to elicit their cooperation and mainly to bear with us, when as we must, we are almost constantly on the telephone urging them to expedite this advertisement or that classi-

fication or some other phase of recruitment we have referred to them. We are indeed grateful to them for the cooperation we do get from them. They, it should be remembered, are in the same difficulties as we are - being reorganized and overloaded with work.

As you know Indian Affairs Branch has agreed to decentralize to field offices the recruitment of all positions up to and including Principal Clerk and Indian Affairs Officer 2 salary levels. It is hoped this decentralization will go up to the \$8,000 level. As you know we have been able to get the Civil Service Commission to permit local competitions under their field offices up to and beyond this level on occasion already.

Of course, this procedure will not be fully effective until Regional offices have on staff the Personnel Administrators to which I have already referred. We are pressing for these to be appointed as soon as possible. The positions are at the moment being classified by the Civil Service Commission. However, pending classification, the Personnel Advisor has alerted the Staffing Branch in the Civil Service Commission of our requirements, so that some time in recruitment to these important positions may be saved.

Classification: (Charts "A" to "F" attached for reference)

This aspect of the Civil Service has had recently, a greatly increased impact on all our operations. Most of you have been painfully involved in filling out questionnaires, designed to establish: What you do, Why you do it, and, How you do it.

While you may have regarded them as an unmitigated nuisance they can and will have, a serious effect (good or not so good) on your jobs and the remuneration received for those jobs. If not carefully done they can result in the position being classified at a much lower level than what it now is, or, alternatively may fail to show that the level is too low and should be increased.

An additional hazard is that in the conversion process it may just miss getting into the next higher level and the incumbent will suffer for some time before a review is made to establish the proper level.

Classification is, of course, an important aspect of the process of creating a new position. A Bureau of Classification Review questionnaire is a first step in this process. The same three questions, What? Why? and How? must be answered. In this regard care must be taken to show that none of the duties are already being performed in another position, or if similar ones are being performed in another position, how the new ones differ and why those particular duties or aspects of them require to be performed in the new position. Care should be taken to follow as closely as possible the instructions which accompany the Bureau of Classification Review questionnaire.

A simple chart showing the relationship of the position in question to other positions, the lines of authority and communication as well as some

idea of the level of responsibility is required on the questionnaire and is most important. It is also to be noted that this is a supplement to the narrative material on the same points and does not replace it. Both are necessary to delineate the nature of the position.

It is intended that the Control of Establishment will be in program budgetting within financial targets at Agency, Regional or Branch level as supported by long range planning, and of course, changes in establishment will be an aspect of the accountability of Superintendents and Regional Directors. Please refer to Charts "A" to "F".

Relationship of the Indian Affairs Branch to the Departmental Personnel Organization

The objective at this time is that there will be as little disruption as possible of Personnel services during the period required for the Indian Affairs Branch to become an integral part of the new department. Therefore, we have been asked to carry on as in the past so long as our policy procedures conform to that of Northern Affairs.

Inevitably there have been some changes. One is that competitions are less often restricted to Indian Affairs Branch. While this was quite often the case in the Department of Citizenship and Immigration, it was generally because of the quite different requirements of our work as compared with Immigration or Citizenship. The requirements and approach in many of Northern Affairs' work situations is somewhat similar to ours.

Another change is that personnel aspects of staff changes where the salary exceeds the maximum of Administrative Officer 6, must be referred to what is known as a Personnel Management Committee composed of the Deputy Minister, Mr. Côté, our Assistant Deputy Minister, Mr. Battle, Northern Affairs' Assistant Deputy Ministers MacDonald and Gordon, as well as the Personnel Advisor for the Department, Mr. Walter Luyendyk.

This committee reviews proposals for new positions, staff changes and the like for senior positions and generally seeks to ensure that staffing policy throughout the Department is consistent.

Another effect of the change from Citizenship and Immigration to Northern Affairs, of course, is that proposals to advertise positions above maximum Administrative Officer 6, must be approved by Mr. Luyendyk. I must say that this has not caused us any hardship as we do get the utmost support and cooperation from the Department Personnel group.

So in brief we have been instructed by the Departmental Personnel service to carry on as in the past save for the few changes indicated above.

I might add that among the plans we had as a result of the Urwick Currie report, was to establish at departmental level a capability of expertise in the Personnel unit. We are benefitted by the move to the Department of Northern Affairs and National Resources in that this capability is already long established there and will be available to us. Thus we have the necessary basis for such important programs as Staff Appraisal and Development, Staff Training, Staff Relations and the implications of Collective Bargaining.

Collective Bargaining

There is not too much which can be said in this regard just now. It will be noted that final legislation in regard to it has not yet been approved by Parliament. Included in the necessary legislation will be an Act to replace the present Civil Service Act.

Our main responsibility at this time is to be as sure as we can that our people are correctly classified so that they will be in the proper group when bargaining for that group occurs - possibly a year from now.

"A"

CLASSIFICATION

Old System

Class and Grade

Grade Description
Standards (D & Q)

Multi-Purpose Standards

Fairly Flexible

Tended to relate to Pay

Departmental Classes
I.A.O. - C.I.A.O. - I.O.

General Classes
A.O. - T.O.

Many Levels

New System

Category, Group, Level

Point - Rating Standards
with "Bench Mark Jobs"
- No Qual. Standards

Single Purpose Standards

Rather Inflexible

Unrelated to Pay

Occupational
Grouping across Civil Service
- 6 Categories
- 67 Groups
- Based on position Content
only

Fewer Levels

"B"

FUTURE ADMIN. PROCESS

- T.B.
- Policies, Systems, Standards.
 - Monitoring, Audit, Sanctions.

- Delegates
to DM
- Agent of Central Auth.
 - Instrument of Delegation
 - Discretionary Judgement
Limited to Standards

Delegates authority to Admin., to line managers as close as possible to work place.

Personnel Advisers provide
advice and assistance

"C"

APPROVAL AUTHORITY

(within authorized standards)

Positions up to
about -

\$ 8,000 Regional Directors
..... H.Q. Directors

\$14,000 A.D.M.'s
..... D.M.

over

\$14,000 T.B.

"D"

CLASSIFICATIONS

Subject to

- Recommendation by Supervisor.
- Review by P.A.
- Review by Classn. Committee (if required).
- line-weighted.

Audit by

- Classification Specialist.
- T.B.

Example - position under \$8,000

Recommendation

by Supervisor

Review by P.A.

P. A. agrees

Regional or
H.Q. Director
approves

P. A. disagrees

Classification
Committee
Reviews

agrees with
Supervisor

Disagrees
with Super.

Director approves

No. change

"E"

AUDIT AND REVIEW

T.B. (- to maintain uniformity
 (-
 (- to take corrective action

DEPT'L - to correct weaknesses in procedures
and skills

Departmental Class'n Specialist

- continuing review of classifications throughout department

"F"

IMPLEMENTATION

- Amend Civil Service Act
- T.B. approval of adm. process
- Train staff at departmental level

Phase I - Clerks, Steno. Typist, Sec.
October 1966 -

- Instrument of Delegation

To D.M.

- Centrally administered within Dept.

1967 - Train line managers

- Decentralize to Branches and Regions

a) Pilot Run

b) Operationally

Phase II - Admin. Support Gp.

1967-8 Program - Admin. Gp.

- same procedures

PHASE III, IV, V, etc.
1967-8

"G"

(i) RECRUIT

1. Better job descriptions.
2. Begin action early.
3. Temporary Hiring - up to 6 months.

(ii) SELECTION

1. Use manpower inventory.
2. More screening by Personnel Officer.
3. Better interviewing.
4. Rating Boards -
 - Short List
 - One-man

(iii) PLACEMENT

1. Should be done by local manager e x c e p t those moving from Region to Region and those having Supervisory responsibilities.
N.B. - Be sure manpower inventory indicates promotability of people.

(iv) PROBATION

1. Should apply to all who take a new job, regardless of length of experience in Branch.
2. Person reassigned should carry extension of probation.

(v) SEPARATION

1. Why the unsatisfactory performance?
2. Exit interviews -
Why are we losing people?

THE NEW ROLE OF THE CIVIL SERVICE COMMISSION

OUTLINE OF REMARKS

CHAIRMAN OF THE CIVIL SERVICE COMMISSION

TO THE

FEDERAL INSTITUTE OF MANAGEMENT

OTTAWA - FEBRUARY 1, 1966

The title of this talk might more appropriately read QUO VADIMUS because in some respects I can only share with you the Commission's own intentions as to the road we are travelling.

Pending the passage of new legislation some of our plans must remain on the drawing board.

However, to a privileged and sophisticated audience such as The Federal Institute of Management I hope I can speak frankly and openly about these plans. Some of them are already underway within the context of our present Act. Others will require enabling legislation in the form of "A Bill to provide for Collective Bargaining and Arbitration in the Public Service", a revised "Financial Administration Act" and an entirely new piece of legislation which my colleagues and I hope will replace the present Civil Service Act.

I think it is safe to say that the Government's intention with respect to such legislation is fairly clear. What Parliament will decide, of course, remains to be seen.

The new role of the Civil Service Commission bears some resemblance in principle to that envisioned for it in the Report of the Royal Commission on Government Organization but departs from that monumental blueprint in certain significant ways. I make no apology for these deviations. Subsequent study and more intensive exposure to some of the current practical problems of public personnel administration in the federal service, together with the government's declared intention to introduce collective bargaining and arbitration, has convinced me that some of Glassco's recommendations cannot or should not be implemented.

Before launching into a discussion of our new role let me briefly summarize the roles we expect to abandon.

1. Classification - with the completion of the Classification Revision Programme and the advent of collective bargaining we fully expect to see the transfer of this function to the Treasury Board and to the Departments.
2. Pay, Leave and other economic benefits - with the advent of

Collective Bargaining and Arbitration the Commission expects to be relieved of any statutory responsibility for making recommendations in those areas which will comprise the subject matter of bargaining.

3. Pay Research - The Preparatory Committee on Collective Bargaining has recommended the transfer of the Pay Research function from the Commission to the Proposed Public Service Staff Relations Board. Once such a Board is established we would expect to have no further responsibility in this area (a departure from Glassco with which I cannot quarrel).
4. Appeals on Discipline - with the passage of legislation providing for the adjudication of grievances under the aegis of a Public Service Staff Relations Board, the Commission does not expect to play any part in the adjudication of disciplinary problems. So much for what we will not be doing.

Let me now address myself to what we will be doing -- or what we expect to be doing!

1. Staffing - It is our intention to become the most efficient facilitator and co-ordinator of public service staffing in the democratic world.

At the same time we hope to preserve and give added lustre to the principle of merit throughout the whole Canadian Public Service.

Brave words! - maybe - but so far I can see no insurmountable obstacles to the achievement of this objective.

Already we have streamlined the Commission's own organization with a view to providing a specialized and comprehensive staffing service to all departments and agencies. Further, we stand ready to delegate our staffing authority to departments to the fullest extent possible and practicable. By possible and practicable I mean:

- (a) a department's capacity to absorb this responsibility in a way that ensures preservation of the merit principle.
- (b) our own capacity to establish effective and useful guide lines for those to whom this authority is delegated.
- (c) the overall need of the public service for central co-ordination of staffing in the case of certain "short supply" occupational groups or common service groups such as personnel administration, financial administration and management analysis.

Before elaborating on these "caveats" let me restate that we are serious about our intentions to delegate and decentralize the staffing function. Our ultimate objective is to have staffing decisions made as close to the place where the need exists as it

is possible and practical to have them.

Perhaps I should take a minute to outline what I mean by the staffing function. I am referring to the whole spectrum of activities that are required, or are going to be required, if we are to have an efficient and dynamic public service capable of meeting not only today's tasks but those of 1967 and those of 1977. This means much more than ad hoc recruitment, selection, transfer and promotion. It involves manpower planning with all that that name implies: continuous appraisal, inventorying of resources on a service-wide basis, early identification of needs, planned up-grading programmes, planned rotations and planned long-range advice to the universities and other educational institutions as to our staffing requirements.

So much for the overview of what I mean by the staffing function.

Obviously this is not a task that the Commission can or should undertake alone. It must be a shared responsibility between the employing departments, the Treasury Board's Personnel Policy Branch and ourselves. We see our role as that of facilitator and co-ordinator - where inter-departmental co-ordination is required. To this end we have created a Staffing Branch organized along occupational lines (consistent with the Classification Revision Programme). Each of the occupational staffing units is expected to provide expert advice and assistance to all departments with respect to a specific occupational group.

The degree of expertise and co-ordination that we provide will vary with the significance of the occupational group -- that is, significance to the Service as a whole or significance in terms of recruiting and retention difficulties.

However, if we are to concentrate on a facilitating and co-ordinating role we must effect a massive delegation of our operational responsibilities. This we are in the process of doing. We see it flowing in two directions - depending on departmental needs and circumstances.

- (a) Delegation to departments
- (b) Decentralization of authority within the Commission's own structure, i.e. out to our Regional and District Offices.

In both instances we envision far greater utilization of the resources of the National Employment Service with respect to the Operational, Administrative Support, and Technical Categories (which comprise approximately 75% of the public service).

This cannot be achieved over night. As I mentioned earlier it depends on building up the personnel capacity of departments to assume this added responsibility. Fortunately, this work is in hand and good progress is being made. Secondly, it depends on the development of guide lines, standards, instruments of delegation, and audit procedures by the Commission itself. Again this is in hand.

Let me now turn to some inter-related functions that I think deserve special attention in any discussion of our new role.

2. Training and Development - There is abundant evidence of the continuing need for some central co-ordination in the field of training and development. By agreement with the Treasury Board secretariat the Commission expects not only to continue many of its present services in this area but to expand its advisory and leadership role. It is our intention to strengthen our own professional resources so that we can give advice and assistance to the many medium-sized and smaller departments as well as expanding and improving our inter-departmental programmes. If the administrative revolution that is currently underway in the federal service is to succeed it must be paced by a massive programme of management development. It is our intention to supply whatever resources and facilities the Treasury Board and the departments deem necessary to fulfill this requirement.
3. Appeals - Earlier I made reference to the Commission's expected withdrawal from the area of disciplinary grievances. At this point I wish to clarify our intention and expectation of remaining active in the area of staffing appeals. Apart from our statutory responsibility in this field (which is not likely to change) there are two very practical and philosophic reasons for our continued involvement in the Appeal process.
 - (a) If the staffing function is to remain outside of the collective bargaining arena (as visualized by the Preparatory Committee) it is essential that some independent body be available for the adjudication of grievances arising from managerial staffing decisions.
 - (b) If the Commission is to delegate and decentralize its stewardship of the "merit principle" to departments and field representatives it must establish a variety of post-audit procedures to ensure continued adherence to the merit philosophy. The appeal process is one obvious means of keeping in touch with the quality of departmental staffing decisions - and one that we expect to maintain.
4. Advisory Services - Here I am referring to the advisory services that the Commission has pioneered in the fields of organization and management analysis. These services have traditionally

represented the closest thing to a purely advisory or staff function that the Commission has performed. In our proposals for new legislation we are not seeking any statutory base for this role, on the grounds that such would be inconsistent with a truly advisory service. Instead we are suggesting that the Commission may undertake such additional functions as the Governor-in-Council requests. Our discussions with Deputy Heads and the Treasury Board secretariat indicate a strong desire for the Commission to continue in these fields for the time being. Accordingly, it is our intention to expand and upgrade our existing advisory services. Our objective is to develop the most effective "Resident" management consulting firm in Canada. For the present, I see this developing along three lines.

- (a) Organization analysis
- (b) Management analysis
- (c) Personnel services

The first two are reasonably well known to all of you, but the third may require some elaboration. By personnel services, I mean a personnel consulting service primarily for the smaller departments and agencies that may have difficulty in justifying specialist personnel resources of their own. Such a service would of course be available to supplement the resources of larger departments when they have major re-organizations or other "crash" programmes under way.

These three units together with the resources of the Treasury Board's Personnel Policy and Administrative Improvement Branches, the Comptroller of the Treasury's Accounting Advisory Services, and the Commission's own Staffing Branch should provide the Federal Government with a reasonably complete consulting service.

I can envision a number of situations where task forces drawn from all of these groups might work together as a consulting team. Whether there would be advantages in having all these expert resources under one administrative roof remains to be seen. For the present we intend to develop the capacity and skill of our own three services to the fullest extent possible and to provide departments with an integrated approach to their management problems in these three fields.

There is another area in which the Commission has specific statutory responsibilities and in which it intends to provide positive leadership. I refer to the question of bilingualism and biculturalism in the Public Service. The Commission does not have jurisdiction in all the areas from which contributions will have to be made if a satisfactory solution to this problem is ever to be reached. However, in the context

of the national requirement to preserve and strengthen Canadian unity and identity, the Commission is resolved to apply all the solutions that lie within its power. In addition, the Commission hopes that others concerned will also apply to the problem all the energies and resources at their disposal.

No one will disagree, I am sure, with the notion that the execution of public policy in Canada deserves the best minds and the highest executive, administrative and professional skills available in the land. The Civil Service Act recognizes this requirement and makes provision for its fulfilment. However, it is an unfortunate fact that the Public Service of Canada has up to now been unable to attract and retain its fair share of competent persons reflecting the two cultures of Canada. We have not succeeded in recruiting, particularly for intermediate and senior positions, a sufficient number of well-qualified citizens from French Canada and it is the Commission's view that this vacuum is detrimental to the public interest.

It is serious because to a significant degree, the formulation and execution of public policy is deprived of the benefit of different cultural approaches, with all that this would imply for more dynamic, imaginative and effective service to the population of this country.

The changes that will have to be brought about in order to achieve bilingualism and biculturalism in the Public Service are numerous and difficult, and for this reason, the required administrative action must be well considered and appropriate to the issues to which it is applied. The changes to be effected must take the form of an evolution consistent with the broad development of our Canadian society through formal and mass media education.

It must be made clear to all concerned that the Commission cannot and does not contemplate a situation where Canadian citizens who are not bilingual are denied a place in the Public Service and we must guard against prejudicing the position of people already in the Service. At the same time, we must ensure that they are fully aware of the objectives in this important area and the special measures being initiated in order that they may participate fully in the opportunities of the future.

In order to increase the intake of French language university graduates, the Commission has in the last two years given particular attention to recruitment at French-language Universities, particularly through a summer internship programme designed to introduce undergraduates to the Public Service and to generate in them the desire to return after graduation and become permanent public servants. The Commission proposes to develop and extend further this and other recruitment programmes at French-language universities. This will require new, more imaginative and effective measures on the part of the Commission. It will also require the active participation of the most senior public servants, including deputy ministers.

The Commission has recently recognized proficiency in the two official languages as an element of merit in selection for appointments and promotions to positions in the National Capital area and in other centres where the public being served is sufficiently representative of the two cultures of Canada (even though, technically, the performance of the duties of the positions concerned may require one language only). In these cases, proficiency in the two official languages is considered as an additional asset and is accorded ten per cent of the total selection rating score. This new policy is complementary to the Commission's responsibility to determine the language proficiency requirements of all positions and in this connection, we are in the process of developing standard tests to determine the degree of proficiency that should be required of candidates.

Starting with the 1966 competitions for recruitment in 1967, bilingual proficiency, or the willingness to take the necessary steps to acquire it within a prescribed period of time through appropriate training at public expense, will be an element of merit in the selection of all university graduates recruited for administrative trainee positions, in the same way as is now being done in the case of candidates for foreign service positions. And for those successful candidates who are not bilingual, the Commission will provide training in the English or French language as part of the normal basic training given to all new university recruits upon entry into the Public Service, again in the same way as is now being done for university recruits for foreign service positions.

In a similar vein, the Commission is determined to refine further its procedures on the filling of executive and administrative positions so that in a few years in the case of appointments from outside the Public Service and perhaps somewhat later in the case of promotions from within, proficiency in the two official languages, or the willingness to take the necessary steps to acquire it within a prescribed period of time through appropriate training at public expense, will be a criterion of selection in locations where a need for bilingualism exists and will be considered as an element of merit, or an additional asset, in the case of positions located in other centres.

Language training is therefore a very important means to our end and the Commission will accordingly have to continue to expand its language training programme. At the moment, five centres in the National Capital area are offering a variety of language courses to some 2,100 students, ranging from one-hour-a-day five days a week to full-time classes and extending also to evening courses. However, 1,300 candidates nominated by their departments could not be accommodated, and moreover, training facilities have yet to be developed in other Canadian cities where language training requirements exist. In addition to expanding its facilities, the Commission intends to refine its admission procedures to ensure the optimum return for the time and money invested in the programme, and to refine its teaching methods through the development of special technical and professional vocabularies tailored to the various occupational specialities found in the Public Service.

These measures do not add up to an exhaustive list. They rep-

resent a beginning. Others will have to be developed. But my colleagues and I believe that the application of these measures should dissipate the apprehension that some English-speaking public servants have manifested towards the move towards bilingualism and biculturalism in the Public Service, and should also cause French-speaking Canadians to lose some of their reluctance to join the Public Service. However, even the clearest of policies and the best of programmes will not achieve the desired end by themselves. There must be added men with the good will and the courage to make them work.

In short, if we are ever to have a bilingual Public Service, French-speaking Canadians must not remain on the outside looking in. They must be willing to come and to join us, and work with all of us who are already here, for without their presence in body as well as in spirit, nothing of great significance can be achieved towards the attainment of our common objective.

In the same way, English-speaking Canadians must be willing to abandon the status quo and to avail themselves heartily of the various measures placed at their disposal for the attainment of our common objective, for without their enthusiastic co-operation also, the Public Service cannot but fail in meeting the challenge that is facing it.

These then are the continuing elements in our proposed new role for the Civil Service Commission. As I stated at the outset, some of them must remain on the drawing board until enabling legislation is passed -- others you can expect to see moving into high gear almost immediately. At this stage, I can only give you my word and that of my colleagues that our goal will be the establishment of practical and useful standards and guide lines, and that our future orientation is going to be primarily that of a service agency. The point at which we expect to resume the role of a control agency will be in those rare instances when some weak manager abuses his delegated custodianship of the merit principle. I trust this may never occur - but if it does I suspect the scorn of his fellow-managers will be more impressive than the most severe sanctions that we might invoke.

THE ROLE OF THE PLANNING DIRECTORATE - W. Rudnicki

Mr. Rudnicki gave a brief outline of the proposed functions of the Policy and Planning Directorate. At this stage, approval has yet to be obtained for these proposals and the information given below, in effect, are suggestions outlining the purpose and the benefits of this organization.

I PURPOSE:

During the past two years, Indian Affairs Branch has undergone significant reorganization, and has introduced major new programs and procedures. One element in this reorganization which is being introduced now is a Policy and Planning Directorate.

Approval in principle was given by the Treasury Board for the creation of the new directorate. Because planning bears a relationship to budgeting and manpower procedures, further action on establishing this directorate awaited the completion of a review of financial and personnel administration in the Branch by a team of management consultants.

The results of the management study have strongly reaffirmed the need for a Policy and Planning Directorate. With the recent appointment of a director to this post, the expectation is that the directorate will be getting underway shortly after April 1st, 1966, when the new financial administration system recommended by the consultants is introduced.

In general terms, the report of the consultants has set out the relationship between good planning and good management. The main task of planning in Indian Affairs will embrace essentially two broad areas of endeavor.

- (a) Immediate steps will be taken to produce a long-range plan based on objectives and functional plans prepared and approved by the other directorates and regions. Together with this process, close consultation with Indian groups is expected to contribute to a consensus which will provide a rationale and a direction for future Indian Affairs policies and a tangible basis for the projection of financial and manpower needs.
- (b) Studies will be initiated into particular problem areas or in sectors where it is agreed that certain activities should be evaluated. The results and implications of such studies would be thoroughly reviewed in the Branch, by Indian Advisory groups and, where relevant, with interested outside agencies. Out of this process would emerge guidelines for annual revisions to the long-range plan.

II BENEFITS:

A number of important benefits are inherent in the very process of long-range planning. The pre-eminence of sophisticated planning organizations in

large industry during the past two decades can be reduced perhaps to the basic proposition that planning pays. In government, formal planning operations are of more recent advent and benefits must be sought in the process of crystallizing out of amorphous and, sometimes inconsistent program objectives a clean set of purposes and effective lines of action. Some of these benefits are as follows:

- (a) A formulation of clean-cut objectives, both in general terms and in each of the specific functions in the Branch, will create the necessary reference points for evaluating the effectiveness of the work being done. Since objectives would approximate a consensus among both staff and various Indian groups, a democratic basis will be maintained for establishing standards of performance in the different functions. This involvement in planning is probably the most effective way of giving substance and meaning to the concept of accountability.
- (b) The directorate will represent an important link with planning operations in other federal departments. Liaison at the planning level is expected to provide two important safeguards. There will be an awareness of program developments elsewhere which might require realignments in Branch policies as well as resulting in less duplication of programs at the federal level. Similarly, it will be possible to ensure that proper account is taken of Indian Affairs objectives and the needs of Indians whenever other Departments develop new programs or procedures.
- (c) The various lines of enquiry and study pursued by the directorate will involve necessarily the closest collaboration and consultation with administrators, specialists and Indian groups. The close communication that this process implies means that the directorate will have access to information at all levels and will necessarily be governed by the strictest rules of confidentiality. This process also provides an important new avenue for keeping both staff and Indians informed on major issues and the implications inherent in the various possible courses of action in the meeting of objectives.
- (d) In the context of its research operations, the directorate could arrange, in cooperation with the other directorates and field staff, for experimental pilot projects. Their main purpose would be to test hypotheses and approaches which, if they showed promise, could be adopted on a larger scale by the program sectors of the Branch. Such projects would avoid making demands on existing staff by employing university experts and other consultants.
- (e) As an organization concerned primarily with human development, the Branch must give considerable weight to questions of relationship with Indian groups, of participation by Indians in decision-making, and the qualities and skills needed by staff to foster a climate for creative team-work. The directorate would be equipped to assess in depth this complex area of "development process". One by-product of such an assessment would be the identification of factors which will assist managers in establishing standards for the recruitment and training of staff.

- (f) The directorate can be expected to prepare statements and recommendations from time to time on particular problems, which, with the approval of the functional directors concerned, can be circulated for discussion and comment and become eventually a basis for program adjustments. A beginning examination of the diverse functions and roles in the Branch would provide an important safeguard against the possibilities of duplication and would create an objective basis for coordination, clarifying priorities and bringing new focus on the use of manpower and money.

III ORGANIZATION

Compared to most other organizations, Indian Affairs Branch is distinguished by both complexity and uniqueness. The Branch has its role determined by a broadly-based responsibility and long-standing relationship to Indian people. To do its job, the Branch must embody a very wide array of functions and a formidable variety of skills, knowledge and working arrangements, which, normally are divided among several organizations at each of the three levels of government.

In the special context of Indian Affairs operations, therefore, planning is both essential and particularly difficult. It is essential because the cost, in human and monetary terms of programs which are not in step with needs can be incalculable because they often bring no results. It is difficult because the social, economic and political variables on each reserve and in each province belie standard generalizations and confound tailor-made solutions.

Given the range of expertise that can be brought to bear in planning Indian Affairs operations, it seems unwise to create a directorate in which these are all duplicated. It seems desirable rather to identify only the main dimensions of Indian Affairs work in the organizations of the directorate and to preserve in its functions the inter-relatedness which exists in real life of economic, social, cultural and political factors.

Translating this concept into organizational terms, it seems desirable to include in the directorate three main sectors of operation. These would cover the general fields of Program Analysis, Legislation and Development Process. A small auxiliary administration and communications unit would complete the organization.

The work components in each of these sectors can be summarized as follows:

- (a) Program Analysis: In consultation with the directorates, regional staff, Indian organizations and others, Program Analysis will be responsible for preparing a comprehensive review and assessment of the genesis and trends of government policies in Indian Affairs.

This would involve an analysis of the various Indian Affairs activities to sub-activities currently in effect at the federal level as well as the implications and efficacy of increasing provisional and private involvement in these fields.

Program analysis will produce essentially a picture of what has been

done in such areas as welfare, education, resource development, housing etc., what is being done now, what the benefits seem to be in statistical and qualitative terms, and cost projections based on present trends. This type of analysis is likely to identify the degree of correlation which exists between program activities and Branch objectives, the extent to which duplication may be developing, and the modifications or changes in direction that might be indicated to maintain consistency with objectives.

The context of program analysis in Indian Affairs must necessarily be the larger Canadian community as it exists today. The broad questions of poverty, overpopulation in certain regions, economic changes and urbanization as they affect the larger community, and the policies that emerge at all levels of government in response to these trends, have divergent implications for measures needed on Indian reserves. It is important therefore that program analysis in Indian Affairs be undertaken within this larger socio-economic framework.

Staff involved in program analysis will necessarily be concerned with achieving suitable standards and consistency in statistical reporting in the Branch and will also be consulting on the type of programming needed in the use of computers.

- (b) Legislation: This sector of the planning operation will be concerned with the legal framework within which the affairs of Indians are administered as well as provincial and municipal laws to which they may be subject. In this general context, it will be also necessary to look at commitments and practices which stem from treaties with various Indian groups, and the degree to which these provisions provide scope or impose limitations with respect to Branch objectives.

The main purpose in assessing the legislative framework of Indian Affairs operations will be to determine the best means of resolving current problems with respect to land use, taxation, credit, management of Indian monies, possible municipal status for some Indian reserves etc. Future legislation in Indian Affairs for example may need to be modified to the extent that the fullest use can be made of provincial and municipal-type patterns of administration where these are applicable. In considering provisions to the Indian Act moreover, the necessary scope may have to be created to enable Indian communities to attain more easily a much higher degree of local responsibility and authority than is possible in some cases now.

Because Indian Affairs legislation constitutes the basis on which many of the present programs rest, studies and decisions in this area will have to involve not only all sectors of the Branch but also, to the fullest degree, Indian organizations and groups. It is expected that this process of consultations, if carried out properly, will also have the effect of informing Indian people on the many ramifications of existing legal provisions and the implications in proposed changes.

- (c) Development Process: The main emphasis in the Branch at present is on programs which are designed to further the economic, social and cultural development of Indian people. All these programs have in common the fact that results are often influenced, not so much by the details of policies or the intent of procedures as such, but by such human factors as attitudes, motivation, understanding and forces at work in relationships marked by varying degrees of mutual trust or distrust. These dynamics often determine the level of cooperation that can be achieved among various disciplines concerned with related problems and between Branch staff and Indian people.

One example which will illustrate the importance of the sector referred to as development process concerns resettlement and placement policies. Necessary policy provisions and service elements needed to relieve population pressures on reserves by either moving people to more economically viable locations or to urban employment appear to exist in some regions. Yet, it is a well-known fact that many Indian people do not seem to respond readily to such opportunities to improve their living conditions. The reasons for such apparent impasses must be sought in the realm of inter-personal relationships and in the inter-play of a host of human perspectives and emotions.

Any attempt to rationalize and illuminate some of the human variables that often spell the difference between success and failure in programs has far-ranging implications. Out of such an analysis can be expected a firmer basis for delineating the roles of various subject-matter specialists and other types of employees. Better guide-lines could also be developed for the kind and degree of human relations training needed in various jobs and for future recruitment and evaluation practices.

An analysis of development process would include an evaluation of consultative procedures with Indians both in terms of the method employed and the effect produced. At the same time, an attempt must be made to answer the question, at least tentatively, concerning the relative merits of "gradualism" in social and economic change. Confrontation with such problems as these may, in turn, help to answer such concrete questions as whether a Band Council should assume increasing authority and responsibility by well-defined stages or whether the process can stand acceleration.

Enquiry into the field of development process is often more meaningful if the data and hypothesis which emerge can be tested in small pilot projects. This method of developing techniques and refining methods, in time, would provide the evidence needed for determining the extent to which new principles or program innovations can be introduced in one or more sectors of Branch operations.

- (d) Communications: An essential aspect of the step-by-step process of developing a long-range plan in Indian Affairs will be continuing consultation with government organizations at all levels, private agencies and Indian groups. The scope and importance of this job is such that a small communications unit will be required to give

it full-time attention.

The major responsibility of communications staff will be to recast material prepared by the other sectors of the planning operation, including research results and policy recommendations, into concise and readable statements. Whatever the specific subject-matter, it is expected that these statements will evolve through several drafts as the consultation process progresses and until on acceptable level of consensus has been reached. Communication staff therefore will have to be responsible for ensuring that each draft is properly up-dated, that they are circulated and that proposed revisions and other comments are brought to the attention of the appropriate planning sectors.

The Communications unit will also have the task of abstracting reference material and tracking down documents needed by the other parts of the planning operation and for maintaining completed material in a form which will facilitate assembly into a long-range plan on Indian Affairs. This unit will also have the responsibility for arranging meetings and seminars to review draft material, for keeping a record of decisions made and for documenting the consultation process itself to ensure that discussion with interested organizations are not overlooked.

- (e) Administration: The over-all direction and coordination of planning activities in the directorate will be the responsibility of the director. He will set the pace and the tone in the assignment of projects, the involvement of other directorates and organizations and in ensuring that planning objectives are being met.

An administrative assistant to the director will have the responsibility for assisting with correspondence, for dealing with the technical aspects of arranging contracts with consultants, making submissions to Treasury Boards to obtain various approvals that will be needed from time to time, and for ensuring that obligations are fulfilled under various contractual arrangements by the parties concerned. He will also have responsibility for supervising clerical and stenographic staff in the directorate.

WELFARE PROGRAMS - POLICY STATEMENTS

There is no specific provision in the Indian Act for welfare programs; nevertheless, throughout the years the Government of Canada on humanitarian grounds provided basic essentials of food and clothing during periods of national famine or general sickness. The continuing authority for welfare programs is an allotment for such purposes included in the funds appropriated each year by Parliament for the administration of Indian Affairs.

In November 1956, Treasury Board approved the establishment of a scale of food assistance to indigent Indians; no limits were established in relation to assistance in the form of clothing, fuel, burials, etc. which was available on the basis of an applicant's need. A subsequent approval authorized the upward adjustment of assistance to provincial levels which in 1965 were adopted in the Northwest Territories, British Columbia, Saskatchewan, Alberta, Manitoba and Ontario. The original departmental scale remains in effect in Quebec, Nova Scotia and Prince Edward Island, where provincial rates are below those established by the Indian Affairs Branch. The provision of welfare assistance to certain categories of non-Indians living on the reserves was also authorized in 1960.

In the field of child welfare ad hoc agreements approved by Treasury Board between the Federal Government and the Governments of Nova Scotia, Manitoba and Yukon Territory, as well as with the Children's Aid Societies in Ontario provide for the extension of child welfare services to Indian families; rehabilitation services are made available to physically and socially handicapped Indian adults in accordance with agreements between the Government of Canada and the Province of Manitoba and private rehabilitation agencies in Saskatchewan and Alberta.

Proposals concerning General Assistance and Welfare Service Programs for Indians with Reserve Residence approved by Cabinet Decision June 1, 1964, provide for federal-provincial cost-sharing agreements in relation to the extension of provincial general assistance and welfare services to Indians. P.C. 1965-11/2135 authorizes continuing negotiations on the basis of a specific agreement format.

In accordance with the proposed cost-sharing formula, federal contributions for general assistance payments to Indians are to be based on the relationship between per capita costs of Indian assistance and per capita costs for the total population in a province. Under this plan a province is ensured of federal repayment of welfare assistance expenditures for Indians over and above the provincial per capita welfare assistance expenditures for non-Indians. For example, the province would share 50% of the costs of Indian assistance up to the per capita cost level of the total population in the province. The Federal Government would pay the other 50% plus 100% of the remaining amount to the level of actual Indian per capita costs in the province.

If a province's per capita cost for assistance in a given year was \$12.00 and the adjusted Indian assistance cost was \$90.00, the provincial per capita share under the proposed arrangement would be \$6.00 and the federal share \$84.00.

The Federal Government will share in the costs of welfare services to Indians in the same proportion that is established in the general assistance contribution, and may pay 90% of capital projects and other costs incurred in providing welfare programs to Indians for which estimates have been submitted and approved. Present ad hoc agreements should eventually be phased into the frame of reference of the general welfare agreement.

WELFARE AGREEMENTS WITH PROVINCES

I shall outline briefly for your information the current situation in relation to the agreements that were released to provincial authorities in November of last year.

Federal Position

The Cabinet Decision of May 28, 1964, provides the framework within which the agreement formats were drafted and the authority under which negotiations have been carried thus far. This document is considered to establish the position that negotiation of a Community Development Agreement is conditional upon the provinces' willingness to undertake to extend welfare programs within the framework of a Welfare Agreement. Furthermore, this document and Treasury Board approval of the agreement format constitute authority to negotiate on the basis of the cost-sharing formula which is written into the original submission to Cabinet and the agreement format. Departure from these basic principles and negotiations with provinces require further reference to Cabinet and to Treasury Board.

Before any such action is contemplated, the position of each of the provinces must be officially confirmed and assessed. It is considered that the next step will be consultation meetings with interested provinces to obtain a clear indication on attitudes towards the present position, as well as to learn of any alternatives that may be acceptable to provincial authorities. The Federal Government negotiating team will include representatives of the Department of National Health and Welfare and I.A.B.

Provincial Reaction to Date

Ontario has signed both the Welfare and the Community Development Agreement. Due to the initial reaction of Indians to Ontario's announcement, federal signing of documents has been deferred pending evidence of more positive attitudes among Indian people. Alberta has signed the Community Development Agreement and confirmed officially non-acceptance of the cost-sharing basis for welfare. Nova Scotia and Saskatchewan are interested in negotiations for community development and these provinces, along with British Columbia, are prepared to meet with federal officials for further explanatory discussions on welfare, particularly in relation to financial arrangements. There have been no official comments from other provinces.

Consultation with Indians

As you are likely aware, even when agreements are executed by both governments, consultation with the consent of individual bands is required before implementation takes place. The matter has been raised with regional Indian Advisory Councils and reviewed by the National Board, and certain views have been expressed by the members. This does not, however, take the place of consultation and consent of individual bands.

It may be that we should spend a brief time in considering procedures which should be followed to ensure that clear and consistent interpretation is provided to Indian bands on this matter.

WELFARE ARRANGEMENTS IN PROVINCES
WHERE NO AGREEMENTS ARE IN EFFECT

When a province indicates its unwillingness to negotiate on the proposed formula basis, departures to accommodate provincial counter proposals in relation to financial responsibility require further Treasury Board and Cabinet Authorization.

In a province which does not enter into a cost-sharing agreement, Indian Affairs Branch will continue to administer welfare programs. However, to ensure qualitative and quantitative improvements in welfare benefits and services certain policy changes are required:

1. the pursuit of welfare services through additional ad hoc agreements for which reimbursement of 100% of costs may be necessary, with other governmental and private agencies willing to extend their programs to Indians in the area under their respective jurisdictions;
2. the provision of direct services in the fields of social assistance, child and adult care and rehabilitation staffed by welfare specialists at regional and agency levels; the establishment of this kind of program will involve a substantial increase in Indian Affairs Branch field staff.

ROLE OF THE WELFARE CONSULTANT

The present establishment of field welfare staff provides the services of one Welfare Consultant to each region. The main functions of these officers are considered to be liaison with governmental and private organizations on matters pertaining to welfare programs for Indians, and the provision of advice and consultation to regional and agency staff in dealing with individual and family welfare problems. Under the present regional organization, programming and staffing, welfare consultants should no longer be responsible for the promotion of leadership training, community organization and group activities. The level of liaison may also differ from region to region, depending on whether or not there is a Regional Supervisor of Social Programs included in the establishment. It is assumed that in those regions which have a Regional Supervisor of Social Programs, the Welfare Consultant will be more directly concerned with providing interpretation and consultation to organizations engaged in providing services to Indians. In the other regions a Welfare Consultant would be expected to play an active role in the negotiation of agreements.

My remarks relate directly to the role of the Welfare Consultant in the present establishment. I suggest, however, that to seriously undertake to bring the quantity and the quality of welfare programs for Indians to a level of that provided in the average non-Indian community, whether through federal-provincial agreement or departmental programs, requires a substantial increase in welfare field staff. Much more interpretation and consultation with provincial workers, Indians and Indian Affairs Branch field staff than can be provided by one worker in a region to ensure that the purposes of agreements with provinces in terms of effective help to Indian people are realized.

Furthermore, it is becoming increasingly apparent that several years will elapse before complete coverage of Indian reserves by provincially administered programs can be anticipated. Certain provinces may defer negotiations indefinitely and in those where agreements are reached, it is unreasonable to expect immediate and complete implementation. Rather this will be a gradual process with experimental projects in selected geographic areas or by the extension of one or more specific programs. Rejection of provincial intervention by some bands is also to be expected. This will mean that the Indian Affairs Branch will continue to offer the only resource for welfare to the total Indian population on reserves in some provinces and to part in others. The ad hoc arrangements for child welfare, for example, which are now in effect, will be continued and expanded where it is possible to do so.

Under these circumstances and where there is no likelihood that for the next two years or more welfare programs will be available from other sources, should the Indian Affairs Branch programs continue at the present level or should planning be started now for services to more adequately meet the needs? Improvement of standards of welfare administration will mean substantial staff expansion and should this be a priority in staff estimates?

WELFARE SERVICES SECTION SPECIFIC OBJECTIVES

The Branch's specific objectives in the field of social welfare is the development of more adequate welfare services by -

1. maintaining the established welfare program in the areas of social assistance, child and adult care, and rehabilitation;
2. continuing negotiations with provincial governments to enter into agreements to extend provincial welfare programs to those bands who request same.
3. exploring alternatives to provincial administration of an Indian welfare program which would more adequately meet the needs of the Indian people.

WELFARE SERVICES - (Discussion)

The day's opening address on the Branch's welfare services was given by Mr. F.A. Clark, Acting Chief Social Programs Division. He gave a brief resume on the origin of welfare services to the Indians, the parliamentary authority under which such services are presently provided and their possible extension under federal-provincial arrangements. He dwelt briefly on the Federal position on the Welfare Agreements and the provincial re-action to date. He indicated before implementation of a Federal-Provincial Agreement consent of individual Indian Bands will be required. ad hoc arrangements were being carried out where no agreements were in effect. Welfare consultants were being provided to carry out liaison with governmental and private organizations on matters pertaining to welfare programs for Indians.

During the discussion that followed, it was suggested that the team negotiating the federal-provincial agreements on welfare and community development be sent back out to the field at the earliest possible moment with a view to getting the provinces sign these agreements. If this cannot be done ad hoc, arrangements should be set-up, in areas where there is an urgent need, either through the provincial government or the local municipality whichever is more pertinent. A further suggestion was made that pilot projects might be set up in order that both the federal government and the province could determine the various implications that would result from a general agreement. There was a suggestion that if the Branch failed to reach an agreement, with the provinces concerned in areas where welfare assistance was desperately needed, the Branch should make an effort to institute its own crash program for this purpose. However, it was felt that if such a crash program was started the Branch might have difficulty in the recruiting of the required number of social workers to carry it out.

One estimate was that statistics indicate there were six jobs for each social worker available. Another point of view was that if the salaries of social workers were raised it would be just a matter of buying the necessary personnel, to fill the positions required. It was also pointed out that the Branch should be careful not to duplicate services in areas where the province was already equipped to provide them.

It was felt that efforts should be made by the Branch to change the stipulation that the signing of a Welfare Agreement must be coupled with the signing of a Community Development Agreement or vice-versa. This raised certain difficulties which might not be easily overcome unless this situation was relaxed.

Group Discussions

Recommendations to the following questions were arrived at by group discussion:

1. What is the relationship between the Regional Welfare Consultant and

A. Agency Staff

Recommendations:

- (a) Can act as a resource person, but must guard against spreading himself too thinly.
- (b) Advise agency staff on Branch policy and possible with regard to specific cases.
- (c) The Welfare Consultant is not to be considered as a caseworker, but rather an adviser on technical matters pertaining to his field. In this regard there can be direct communication on an informal or formal basis between the Welfare Consultant and the Agency Superintendent.
- (d) The Welfare Consultant should have authority to purchase services on the spot when they are urgently required.
- (e) A welfare worker should be employed at the ratio of one to ten thousand Indian people - the ideal would be one consultant per district or amalgamated Agency.

B. To the Regional Supervisor Social Programs

Recommendations:

- (a) He could interpret the needs of social welfare. He should be responsible to the R.S.S.P. and would consult with him concerning the implementation of his work. However, he would be allowed full scope for his professional abilities to develop.
- (b) Should be responsible to the R.S.S.P. for such service agencies as the Children's Aid Society.
- (c) He should pass on to the field information that may be forthcoming from the Regional Supervisor of Social Programs.

C. Regional Superintendent of Development

Recommendations:

- (a) This varies between regions as not all have a Superintendent of Development. There should not ordinarily be a direct relationship between the Regional Superintendent of Development and the Welfare Consultant because the latter has a direct relationship with the Regional Supervisor of Social Programs.

2. How should consultation with Indians be carried out in relation to federal-provincial welfare and community development agreements?

A. Before signing agreements

Recommendations:

(a) As Bands in different provinces are not thinking the same way, and maybe the form of agreement should be more flexible.

(b) The Branch is doing a poor job of explaining to the Indians what was involved.

(c) Advice of the Indians should be sought indirectly or through the regional or local Indian Advisory Council. There was need for better communication -- this matter with Agency staff.

(d) A regional team was needed to meet with agency staff on this matter and with the band councils concerned.

(e) Meetings should be held with each individual band.

(f) Agreements should be reviewed with Regional Advisory Council prior to signing. A brochure might be prepared explaining the matter.

(g) Include a provincial representative when consulting with Regional Advisory Councils or Indian bands.

B. After signing agreements

Recommendations:

(a) Meetings must be held after the signing with each individual band, preferably with federal and provincial officials participating on the visiting teams.

(b) Information to the individual bands should be given at a general meeting.

3. What is the role of the Regional Advisory Councils in negotiations with the provinces on welfare and community development agreements?

Recommendations:

(a) Overtures should be made to the Regional Advisory Council to get the general feeling prior to proceeding with the negotiation of these agreements.

(b) Indian Advisory Councils should be included in an advisory capacity when negotiations are being undertaken.

(c) A member of the Indian Advisory Council should be on the Federal-Provincial Co-ordinating Committee, and should sit as an observer or adviser with the negotiating teams.

(d) Regional offices should enlist the good faith of the Indians by consulting with the local Indian advisory council as to the desired ability of extending provincial welfare services. This would ensure better communication and would make for awareness of the Indians part, who in turn could do the promoting of the idea, to the Bands in the region.

4. How can welfare services for Indians be improved in those geographic and functional areas which will not be covered by provincial programs in the foreseeable future?

Recommendations:

- (a) By ad hoc arrangements for the extension of provincial services.
 - (b) By increasing social welfare staff at local level.
 - (c) By employing more community development officers.
 - (d) By initiating more resources and development programs which would have a long term alleviating effect.
 - (e) By the use of private agencies when available, and desirable.
 - (f) By employing welfare oriented people who could be trained prior to being sent to the field.
 - (g) By increasing band welfare administrators.
 - (h) By developing local Indian committees on welfare with a view to undertaking more services of their own and to assist in setting up training facilities at universities which could be used to train welfare assistants.
5. Give recommendations as to the branch's future procedure regarding the negotiating of welfare and community development agreements.
- (a) The branch should provide a crash program for expanding its own welfare efforts where there is no indicating of an immediate agreement with the province.
 - (b) The staff shortages be met by developing and training Indian welfare assistants to ease the burden of professional staff. A similar approach should be taken with regard to the training of welfare workers as has been done in training community development officers.
 - (c) Negotiations should be accelerated with a view of arising at equitable arrangements for costs sharing with the provinces, in regard to welfare services.
 - (d) Welfare and community development agreement should be negotiated simultaneously.
 - (e) Recommend the use of more ad hoc arrangements pending the signing of a general agreement.

TOPICS FOR DISCUSSION AT THE MARCH 21-25 CONFERENCE
WITH REFERENCE TO THE COMMUNITY DEVELOPMENT PROGRAM

A. What is the Meaning and Purpose of Community Development in Indian Affairs Branch?

The philosophy underlying community development in Indian Affairs Branch is participant decision making.

This means that:

- (a) The individual Indian community is invited to meet with local branch representatives to discuss its problems and needs as seen by the people involved.
- (b) There shall be no hidden agenda, and no direct or indirect pressures brought to bear on behalf of any particular program or project by branch representatives.
- (c) Programs or projects for that community must be planned only with these who are willing to participate voluntarily.
- (d) No program or project is to be forced upon Indians who refuse to participate, for whatever reason, except in accord with the requirements of any law.

B. What is the Significance of this Philosophy for the Branch Community Development Program?

- (a) By the nature of the treaty and legislative arrangements concerning the relations between the peoples, Indian Affairs Branch traditionally has maintained a broad spectrum of services for the Indian peoples, not with the Indian peoples.
- (b) This protective legislation has placed the Branch in a paternalistic relationship with the Indians and the Indians in the role of administrative wards rather than free citizens of Canada.
- (c) This arrangement and viewpoint has produced benefits in certain cases and programs; but for the long-run this policy is self-defeating since very many of the Indian peoples have developed attitudes of dependence and hostility in the absence of full opportunity to decide their own development.
- (d) Experience in many countries has emphasized that development programs generally fail, when the sponsors withdraw, unless the people are involved in all aspects of development, planning and implementation.

C. The role of Indian Affairs Branch Staff

To act in their working relationships in keeping with the philosophy and principles of community development as outlined above.

D. The Function of the Community Development Officer

- (a) The essential function of the community development officer, (and all Branch personnel as far as possible), is to create the atmosphere within which the creativity and energy that exists in all persons can be released so that they may reach the goals they desire.
- (b) To carry out this essential function the community development officer must be free to develop his own methods of operation in the community in which he works and lives in keeping with the situation and his personality. The freedom required does not imply freedom from all regulations that affect other civil servants.
- (c) The C.D.O. attempts to determine the concerns and problems of the people in the communities in which he works through listening to and talking with individuals and groups. This activity requires C.D.O.'s to meet the people under a variety of circumstances and at any reasonable hour. The C.D.O. must be available at the convenience of the people.
- (d) As a result of these discussions the C.D.O. should have a better understanding of the knowledge, skills and interests of individuals and groups, as well as the power structure that exists. This will facilitate his relationships with the people and the community.
- (e) The community development officer should be free to relate to any person or group as he feels is necessary. However, he is responsible for his actions and must exercise discretion and judgment and should avoid over-identification with any particular person or group.
- (f) The community development officer should become acquainted with various resource persons representing agency staff, all levels of government and voluntary organizations. He should help these people to become familiar with the principles and philosophy of community development. His personal relationships with them and the mutual trust they have in each other will assist in developing a program with genuine Indian participation.
- (g) The community development officer should encourage direct communication by individuals and groups in the community with external agencies, by providing to the best of his ability, the information required.
- (h) Democratic community development requires acceptance of and respect for each of the interacting cultures. The community development officer should foster this principle among all people with whom he works.

E. The Responsibility of the Head, Community Services Section in the Community Development Program

The Head, Community Services Section has a co-ordinating rather than a supervisory function. In carrying out his responsibilities (stated below), he works in close consultation and co-operation with the field.

- (a) To act in an advisory and consultative capacity in carrying out the Branch community development program. He endeavours to ensure that all programs and policies are based on the philosophy and principles of community development.
- (b) To develop liaison with provincial governments and to negotiate federal provincial agreements, which will make available to the Indian people all the provincial services and opportunities, which exist for the non-Indian people.
- (c) To maintain liaison with national organizations and other federal government agencies concerned with the Indian people in order to increase their understanding of the philosophy, principles and practice of community development.
- (d) to develop liaison with international organizations at work in the field of community development.
- (e) to maintain a program of research which will provide an informed and reliable foundation on which to build the community development program.
- (f) to assume major responsibility in the recruitment, selection, training and regional allocation of community development staff.
- (g) To ensure the availability of the necessary financial resources to support the community development program, and to devise policies governing their use, in keeping with the concepts of community development.
- (h) To develop in due course useful procedures for evaluating community development programs.
- (i) To co-ordinate the administration of the community development program.
- (j) To provide on a national basis opportunities for a continuing exchange of experience and ideas growing out of the community development program in action.
- (k) To encourage the growth and expansion of Indian leadership training and other section responsibilities in keeping with the philosophy and principles of community development.

F. Responsibilities of Superintendent of Development, Regional Supervisor of Social Programs, Regional Liaison Officer, Regional Training Officer and Agency Superintendent

- (a) Although the functions of each of these field positions is defined in their job descriptions and by the regional directors, they must be carried out within the framework of the Branch community development program, the philosophy and principles of which are outlined above.
- (b) It is our feeling that, should a more specific description of the duties and relationship of these positions to the community development program be required, this should be initiated by the field.
- (c) It would be assumed that the purpose of this more specific delineation would be to provide at the regional level favourable working relationships and administrative procedures which would facilitate the operation of the community development program.

G. Evaluation of Community Development Programs.

The community development program of the Branch is not even one year old. No social or economic changes can be expected to take place within such a short period of time. It would appear that any effort to assess Community Development as this stage is premature.

H. Leadership Training

At the present time studies relating to Indian leadership training are underway. However, as an increasing number of Indian bands are obtaining grants for the employment of band civil servants the need for a comprehensive leadership training program is accentuated. The purchase of the services of university personnel to develop Indian leadership is having beneficial effect and could possibly be accelerated in some regions now that more Branch staff are available.

Delegates may wish to discuss the role of the regional training officer and other regional staff and the present gaps and weaknesses in the total area of leadership training.

I. Grants to Bands

Circular 620 and 641 outline the purpose and procedures. Should any modification or clarification be required, the field should raise the issue at the conference.

SOCIAL PROGRAMS DIVISION

COMMUNITY SERVICES SECTION (Discussion)

Group Discussion

1. What does participant decision making mean within the community development program for:

- (a) Indian communities?
- (b) Indian Affairs Branch staff?

Recommendations:

- (a) Participant decision making would only take place if the decision was a big one and required a group decision.
- (b) Only people who are concerned should be involved in the decision making.
- (c) Involvement of the Indians to the greatest extent possible in consultation and in the exchange of ideas and in decisions.
- (d) In order to make a good, realistic decision, there should be advisers from outside the Indian community.
- (e) Indian Affairs Branch - conferences, seminars, and staff meetings can be used as a means of implementing participant decision making.

2. What is the function of the community development officer?

Recommendations:

The group considering this question accepted the function of the community development officer given in a community services paper that was sent to the field and read in part as follows: "The essential function of the community development officer (and all branch personnel as far as possible) is to create the atmosphere with in which the creativity and energy that exists in all persons can be released so that they may reach the goals they desire."

Fear was expressed in some circles that, in carrying out his function, there was an automatic conversion of the community development officer to a resource development officer with the inevitable result of mucking up resource programs. It was also agreed that the community development officer should become acquainted with various resource persons representing agency staff, all levels of government and voluntary organizations. He should help these people to become familiar with the principles and philosophy of community development. His personal relationship with them

and the mutual trust they can establish in each other will assist in developing a program with genuine Indian participations.

3. What is the relationship between agency staff and the community development officer?

Recommendations:

(a) The community development officer should be responsible to the Superintendent.

(b) The community development officer is a professional who has the right to retain or keep whatever he wants to himself.

(c) The community development officer should be responsible to the regional supervisor of social programs and the superintendent of development.

(d) The community development officer and the superintendent should be assigned to the regional director who may delegate authority.

(e) The community development officer and the superintendent should establish warm human relationships between themselves.

(f) The community development officer should train and involve agencies staff in community development work.

4. What direction should the leadership program take in the future?

Recommendations:

(a) Programs should be co-ordinated through the regional training officer.

(b) The direction of the courses should be positive.

(c) Employed persons taking training should be reimbursed for wages lost.

(d) Training courses should be confined so as not to conflict with the high employment seasons.

(e) Instructors should be selected on their ability to relate to Indian people. Courses should be conducted as far as possible at the reserve to lessen the financial and domestic hardship on trainees.

(f) Programs should not be too closely defined because of different needs from area to area.

5. What changes, if any, are required in the grants to Bands policy as outlined in Circular No. 620?

Recommendations:

(a) The Circular and forms are too cumbersome to understand and to complete.

(b) The grants policy should be split into grants oriented towards persons and those oriented towards programs.

(c) The grants form should be streamlined.

(d) The circular should be rewritten so that it is understandable the the Indian reserve level.

During the panel discussion that followed certain emphasis was placed on the differences that can be expected in the Community Development Programs that are operated in the various provinces. It was felt that this entailed and would result in varying standards of evaluation.

THE EDUCATION PROGRAM (Paper)

The primary goal of the educational program of the Indian Affairs Branch is to help the Indian people to social and economic competence so that they may participate in and contribute toward the life of the country. The Indians want the skills needed to get and hold jobs; they want to accept their responsibilities as parents, as members of a community and as citizens of this country. To secure these in the same measure as other Canadians, they must have an educational status which is comparable to that of other citizens. It is pertinent, I believe, to have a look at whether or not the Indian population is moving in that direction and how far we have to travel before that goal is reached.

I think it would be profitable to look back to the 1949-50 school year, a matter of 15 years ago, when out of a total enrolment of 23,409, a mere 369 students, or 1.5% of the enrolment were in grades 9 to 13. Of these, 283 were in grade 9, with only 11 students in grade 12.

By comparison, during 1964-65 the grades 9 to 13 pupil population made up 9.1% of the total enrolment, an enrolment of 4,761 pupils out of 51,775. If we take a look at this statistic from the standpoint of what is happening with the non-Indian school population we find that 20.2%, as reported in the 1963-64 Canada Yearbook for the 1961-62 pupil population, were enrolled in grades 9 to 13. The difference between 9.1% and 20.2% gives us the distance that we have to travel before the Indian high school population is at a comparable level with the non-Indian high school population.

When looking at what has happened over the last 15 years in respect of the post-school enrolments, in 1949-50 there were only 58 students enrolled in universities, colleges and vocational schools. During 1964-65, by comparison we have an enrolment of 1,125 students in post-school programs with an additional 526 enrolled in upgrading courses either operated by the Branch or under Program 5 of the Canadian Vocational Training Program.

In short, in a period of 15 years, we find that the Indian pupil population has increased by 24.5%; the post-elementary population has increased by 600% and the number in post-school programs has increased from 58 to 1,125, a growth of approximately 2,000%.

These figures tend to indicate that we have come a long way in a short time, but we must not lose sight of the fact that the world around us has also changed dramatically in the last 15 years and jobs that were available in 1950 are now quickly becoming obsolete, while new jobs are being created. This is the nature of automated industry and this is a phenomenon of present-day living that we must face. It has become as essential for us to prepare people for change as it is to prepare them for particular jobs. This is true in the North as it is elsewhere - the skidoo and autobogan are beginning to displace the dogs and sleighs. Large industrial developments have sprung up in the wilderness - Kitimat, Thompson, Schefferville, the hydro-electric developments on the Peace and Nelson Rivers, Pine Point and Labrador Mines. These and other factors are

and will have tremendous impacts on the Indian population who are presently dependent on a diminishing land base.

Fifteen years ago, the major problem was to provide classrooms for the children not in school, recruit teachers, provide some supervision (there was only one Inspector of Schools for the whole Dominion at that time), improve attendance and establish some standards. Today some of the same problems persist, others have been solved. All but three or four percent of the school age population is now in school, 90% of the teaching staff is certificated, classroom supervision is reinforced by provincial inspectors, Indian Affairs Branch has developed a staff of school superintendents, standards of operation have been established.

Some illustrations of the changes taking place may give us a better perspective. For example:

1. Thirty-seven kindergarten classes (1965-66) are in operation. This only reaches a marginal portion of the potential. As of January 1, 1964 there were 6,970 five-year olds and 6,733 six-year olds. A major portion of the six-year olds are in school. A significant number are not. The program is thwarted by the dearth of trained staff, the lack of facilities, the geographical distribution of the Indian population and insufficient financial resources.
2. Indian Affairs Branch is employing ten language arts specialists (1965-66). These people are hard to find. Special training programs and attractive salaries are required in order to be competitive in the employment market for specialists in this field.
3. Better than 40% of the Indian pupil population enjoy joint schooling. A very large proportion live in areas of isolation or areas where joint schooling is not compatible with Section 117 of the Indian Act.
4. The impact of the 75 vocational and guidance counsellors is reflected in the rapidly growing number of students in vocational training. (The number tripled in 1964-65 and currently there are 2,000 students in this type of training). However, Canadian universities are in their infancy insofar as the presentation of teachers for the guidance and counselling roles is concerned. Special short courses are planned for this area of staff employment.
5. Special training programs underway for Indian adults are opening new vistas. In Quebec training has been purchased from the Consolidated Paper Company in return for an assurance that the trainees will be employed by the Company. Some 70 persons have been trained in forestry operations during the past year and are now employed.

In British Columbia, a special forestry school co-ordinating instruction with on-the-job training has been established by Indian Affairs Branch and will initially prepare annually from 40 to 70 persons for employment. Special training programs have also been carried out in the areas of carpentry, boat building, outboard motor repair, domestic help, fishery operations and guiding. Two hundred and forty-five guides were trained in Northern Ontario during the summer of 1965.

Perhaps the most gratifying results have been in the Basic Training for Skill Development Programs (Program 5) in which 560 adult Indians (1964-65) obtained the prerequisites for admission to vocational schools. The salient feature of this program is that it has shattered many of the prevalent misconceptions about drop-outs, educability, and the stereotyped notions regarding racial differences in respect of learning ability.

Present plans are to co-ordinate special training programs with Indian Affairs Branch construction projects. This will provide motivation and a transitional point for Indians who have the potential and desire to relocate to areas of permanent employment.

6. Heretofore, school committees have not had control of financial expenditures. Treasury Board has approved the provision of school committees with funds to carry out programs in specific school areas, thus giving these committees operational responsibility for certain aspects of the school program.

We have 34,000 adults who are either unable to read or write, or are unable to read or write at a level which will enable them to hold down jobs of a semi-skilled nature. The sting of this lies in the fact that these people live, by and large, on a diminishing land base and will either have to acquire those skills which will enable them to work in an industrialized economy or live a life that is dependent upon welfare.

The problem of illiteracy must be overcome as a prerequisite to the provision of vocational skills and the provision of training towards this goal will require all the intelligence, imagination and daring that we can muster, and our planning must take into consideration not only training for employment, but also training for relocation and employment.

CULTURAL AFFAIRS - (Paper)

The Cultural Affairs Section is a recent addition to Indian Affairs Branch and, for the time being with the exception of grants for cultural purposes, activities in this field will be developed and administered from headquarters. Brochures and newsletters will be distributed from time to time to keep field staff informed of developments which in due course will be decentralized.

Cultural grants fall into two categories, that is, those designed to enable individuals to further develop their potential in cultural pursuits such as writers, painters, musicians and so on; and those which may be provided to groups and associations engaged in activities designed to promote Indian culture.

Applications for grants should be submitted to regional establishments and will be subject to review and assessment by committees of experts in the cultural field. The committees, which will be drawn from a roster of recognized authorities in various cultural pursuits, will be expected to evaluate applications from a technical standpoint. The suitability of candidates should be evaluated and method of payment decided by regional officials.

Library facilities for reserve communities are being developed and there will be collaboration with educational authorities on these projects. A policy in regard to capital expenditures for libraries, museums etc. has not as yet been developed.

ENGINEERING AND CONSTRUCTION FOR 1966-67

GENERAL -

With the increase in funds this year, comes an increase in the number and size of engineering projects. With decentralization, the line of communication for the design engineer has been lengthened and it was obvious under the old system that lack of communication had serious consequences. How can we overcome this side-effect of decentralization that for the design engineer increases the problem of communication? In an attempt to program our Headquarters engineering activities, I have visited the Maritimes and the Quebec Region with the attitude; "Lets discuss your engineering projects for the coming year and decide how best we can assist you with our engineering service". The projects were grouped under the headings:

- (a) Projects of a field engineering nature to be handled by the regional engineering staff.
- (b) Projects of a design nature to be handled by headquarters design engineers.
- (c) Projects to be farmed out to consultants.

The ideal situation for us is to do our field survey the summer in advance of construction and our design the winter before construction. The existing situation is a struggle to do our engineering in the same year as construction.

Community Planning

When you talk to an engineer about community planning you can expect that he is talking about a planned physical community. Planned communities may be expressed simply as "the means of bringing together the traditionally scattered homes, schools, etc., in such a way as to produce a cohesive unit to make possible the installation of community utility services and roads at an economical cost.

Statistics - To show work to be done

At least 90% of existing Indian housing is substandard with only 46% having electricity compared to the national average of 99%. Only 15% have running water while the national average is 92%. Only 7% of Indian homes have indoor baths compared to the national average of 84%. The latest figures (1963) show an infant mortality rate among Indians of 2.75 times the national average.

Our statistics show that some 12,000 new homes will be required by Indian people within the next five years. Where are these new homes to be built. Do the Indians wish to continue with the practice of solving the immediate problem without regard for a pleasingly arranged community or municipal utilities?

It would not be possible to prepare a community plan for every reserve the first year but lets establish the priority community projects first.

Consultants

It is not practical for all community plans to be produced by Branch personnel. It will be necessary therefore to hire consultants. These consultants, we can assume, are technically well qualified but without proper terms of reference, their designs will reflect what they think we should have rather than what the Branch or the Indian people want. It is important then to describe their terms of reference for each individual project and this can best be done by technical personnel of the Engineering and Construction Division.

Usually, the first requirement from a consultant is a feasibility study. This study would normally include:

- (a) Determination of the preliminary engineering factors.
- (b) Deciding on the type and extent of the service.
- (c) A cost estimate.
- (d) Preparation of a preliminary report with plan and recommendations.

When budgeting for consulting services, you can expect that municipal design and supervision will cost in the order of 10-14% of the construction cost.

Community Water and Sewerage Systems

Although community underground utilities are badly needed in many non-Indian communities, they can not be afforded for economic reasons often associated with poor planning. A similar situation exists on many Indian reserves.

The events in the development of underground utilities usually follow a logical sequence:

- (a) Desire and need
- (b) Feasibility study
- (c) Establishment of funds
- (d) Commitment from Band Councils
- (e) Establishment of some method of deriving a revenue for maintenance and operation costs.

It is important that both the Branch and the Indians understand their responsibilities. Even if Band funds can not afford a share of the capital

cost, the Band can contribute greatly to their utility system. Their contribution can include:

- (a) A co-operative attitude towards the construction
- (b) A commitment to arrange or negotiate all land transactions including easements.
- (c) A commitment to own, operate and maintain the utility after it is installed.

Priorities in Connection with the Capital Improvement Program

It goes without saying that priorities on capital works must be established by the Indian people and through the Band Council a program can be set up.

In developing a new community, the initial planning would or should center around the development of a suitable community plan. Once this is decided upon, the construction of adequate housing with the necessary services can be undertaken on a properly financed and phased basis. Working in an existing community where some housing and some utilities already exist, priorities become a little less easily established. Here again the people must decide on their needs.

It would seem to be very hard to decide against providing housing where it is desperately needed but in some cases this might happen.

The job of establishing priorities will fall on the Band Council. Perhaps the Band housing authority discussed earlier might enlarge its scope but the situation will vary from reserve to reserve.

In housing we would like to see individual families select their own house plan from a variety of plans available. They should be able to select their own cupboards, their own heating unit and their own plumbing and heating fixtures. This of course will either reduce the amount of money available from government subsidy or increase the amount of money they themselves must put up. Who will carry out the necessary interview and consultation so the family feels it is their own home? The construction supervisor? The housing supervisor? The Band housing authority? C.M.H.C.?

Electrification

Some 46% of Indian homes are wired for electricity compared to the national average of 99%. Experience has shown a marked improvement in health conditions, morale and improved interest in the development of a community when electric power has been provided.

The high drop out rate of Indian children in school is partly attributable to a lack of adequate housing facilities in which adverse conditions generally are not able to attain the educational level of their non-Indian counterpart. Only 9% of the Indian school population is at the high school level as compared to 21% of the non-Indian population.

The provision of power to reserves will permit many improvements. Pressurized water systems, electric ranges, refrigerators and deep freezes with the resulting savings on food stuffs and lowered risk of contaminated food are many of the improvements to name only a few.

The B.C. fire safety Council indicated that one of the main factors

in the high fire death rate among Indians was the use of wood stoves as well as gas and kerosene lamps. The provision of electricity will reduce the number of fires attributable to this source.

As a result of the regional survey carried out in 1964, a program for electrification was worked out and has been approved by Cabinet. This program provides for Capital expenditures to extend existing public utilities where feasible, make capital contributions to public utilities to set up generating stations and lastly, to set up our own generating stations if no other means are available. Progress has been excellent in Manitoba, Saskatchewan and Alberta and they are working with us to hammer our programs.

Indian Housing

There are four separate situations where housing assistance is required:

- (a) for widowed, aged, indigent, disabled, and others who are not capable of supplying more than a token amount towards obtaining a new house;
- (b) for families on reserves, where there is little or no opportunity, minimum housing will be required while the community development program works towards their relocation to areas with a greater economic potential;
- (c) for Indian families on reserves able to contribute to the cost of housing a system of subsidies, which will also enable them to qualify for loans from Central Mortgage and Housing Corporation to cover the cost of houses beyond the subsidy maximum. In addition, grants will be made to Bands to enable them to operate housing programs adapted to the needs on their reserves.
- (d) for Indians wishing to relocate off reserves in areas of suitable employment, but who have no funds readily available to make a down-payment, assistance will be given equal to what they would receive had they remained on a reserve, allowing loans to be obtained through normal facilities of Central Mortgage and Housing Corporation to finance the balance.

Implementation of Housing Program

Category A & B

Indian families falling within Categories A and B residing on Reserves with little or no economic base, will be assisted with housing on the basis of the Subsidy Manual of 1962, with the following exceptions:

- (1) A proper heating unit will be supplied and installed in each house.
- (2) The size of the house to be constructed will be determined by the size of the family and the expected family increase (Sec. 3.9)

- (3) The limit of \$2,500.00 net income to become eligible for assistance is not now realistic. Eligibility according to income may be increased at the discretion of the Band Council and the Regional Director. A proportionate increase in cash contribution will be expected according to income (Sec. 3.21, 3.18, 6.4).
- (4) The labour grants may be increased to correspond with the labour costs in the particular area and to the size of the house (Sec. 3.17, 3.20 4.17)
- (5) Complete electric wiring including outlets, and switches, and plumbing including fixtures will be part of the bill of materials for the house, if there is a possibility, now or in the near future, of connecting to public utilities.
- (6) Upper kitchen cupboards should be included in the bill of materials, including doors matching those of lower units.

Category C

Indian families within Category C (as outlined on page one) may receive housing assistance to a maximum subsidy of \$7,000.00.

- (1) Priorities for assistance will be set by the Band Council, according to need, in the manner outlined under the 1962 Subsidy Housing Manual.
- (2) Maximum contribution of cash and labour will be expected from the applicant, and from Band Funds, as determined by the Band Council and the Regional Director.
- (3) All houses will be of a plan prepared by the Indian Affairs Branch, or any National Housing Act approved plan.
- (4) Electrical wiring, electrical fixtures, plumbing and plumbing fixtures, will be included in the Bills of Material and labour costs.
- (5) Approved heating units and installation will be a charge against the cost of the house.
- (6) Applicants desiring houses costing in excess of the allowable subsidy may, with consent of Council, arrange a loan through Central Mortgage and Housing Corporation, for complete construction costs.

Where loans from Central Mortgage and Housing are required, the Band Council must accept responsibility for control of the property, and if necessary, enforce eviction when the occupant is delinquent in meeting loan payments. When necessary to enforce eviction, Council may allot the home to another Band member capable of meeting the loan payments. If no other member can be located to assume the loan payments, then the responsibility for repayment rests with Council.

Capital Contribution to Bands to Conduct Reserve Housing Programs

Band Councils capable of, and wishing to, conduct the housing program on the Reserve, may apply and be considered for a Capital Contribution from appropriation funds, for the construction of houses under the following conditions:

- (1) That each Band Council will appoint a housing committee consisting of not less than five members.
- (2) That funds will be transferred to the Band's bank "Housing Account" as required.
- (3) That authority shall be given to the chairman of the housing committee to approve the issue of cheques by the Band Manager, or where there is no Band Manager, an appointed Secretary-Treasurer of the housing committee, for paying accounts in connection with house construction and major renovation.
- (4) The chairman of the housing committee and the person authorized to issue cheques against the housing account, will be handled by an authorized bonding company and the cost of such service will be a charge against the housing account.
- (5) That an auditor will be engaged to set up a system of bookkeeping, wherein amongst other records, the assistance granted to each head of household will be recorded. The auditor will carry out an audit of the books semi-annually and a copy of the audit report will be made available to Band members and the Indian Affairs Branch. The cost of the auditor's service will be a charge against the housing account.
- (6) The maximum assistance granted to any individual will not exceed seven thousand dollars or a lesser amount as approved by the housing committee.
- (7) All houses constructed must be of a plan as approved by the National Housing Act.
- (8) Each house constructed will become the property of the Band Council.
- (9) Band Council will arrange with the occupant of each house a rental-purchase agreement, and funds derived from such arrangements will be deposited to the Band's housing account, to be used on a revolving basis for further construction.

Implementation of Program for Off-Reserve Housing

Assistance will be available through the Indian Affairs Branch, and Central Mortgage and Housing Corporation for the purchase or construction

of new homes off Indian Reserves.

- (1) All Indian persons are eligible to apply for off-reserve housing assistance, providing they have not previously received housing assistance on reserve, or if assistance was previously received for reserve housing, that the house be returned to the Band Council for re-allotment to another Band member.
- (2) Priorities will be made by the Regional Director, on the basis of need, previous integrity of applicant, size of family, job opportunities, and general recommendation of development officers.
- (3) Applications for assistance will be made by the Indian to the nearest Indian Affairs Branch office. If the applicant is known at the local office, a detailed report will be prepared and forwarded with the application to the Regional Director of the Region where the applicant is registered. The Regional Director will then contact Central Mortgage and Housing Corporation and advise if assistance will be available and to what amount.
- (5) The solicitor handling the mortgage on behalf of Central Mortgage and Housing Corporation will be requested to prepare a second mortgage, in the name of Her Majesty the Queen. This mortgage will be for a term of ten years and will be non-repayable providing the applicant meets his other obligations during the ten year period.
- (6) In the event of sale or foreclosure during the first ten years, the second mortgage will become payable to the Crown at full value, less one tenth for each year of occupancy.
- (7) The full and co-operative support of the field development officers will be required to assess, report, advise and assist in the off-reserve housing program.

5 YEAR PROJECTION
INDIAN HOUSING

	Fiscal Year 1965/66	Fiscal Year 1966/67	Fiscal Year 1967/68	Fiscal Year 1968/69	Fiscal Year 1969/70
No. units required	6,100	6,010	5,510	4,345	2,505
New family formations	1,150	1,200	1,250	1,300	1,350
Total required	7,250	7,210	6,760	5,645	3,855
<u>Funds</u>					
Appropriation	5,000,000	10,000,000	15,000,000	20,000,000	25,000,000
Band Funds	900,000	1,000,000	1,000,000	1,000,000	1,000,000
Personal Contributions	800,000	900,000	900,000	1,000,000	1,000,000
Total available	6,700,000	11,900,000	16,900,000	22,000,000	27,000,000
<u>Construction</u>					
No. units under present subsidy program	1,240				
No. units - new housing program \$7,000 average		1,700	2,415	3,140	3,855
Carry over	6,010	5,510	4,345	2,505	
<u>Summary</u>					
Backlog as of March 31, 1965				6,100	
Number of units required for new family formations - up to March 31, 1970				6,250	
Number of housing units required to be built in next five years ending March 31, 1970					12,350

SOURCE OF FUNDS - 5 YEARS

Appropriation	\$ 75,000,000
Band Funds	4,900,000
Personal Contributions	<u>4,600,000</u>
Total amount needed during next 5 years	\$84,500,000

Electricity (Discussion)

Only 46% of Indian houses have electricity as compared to a natural average of 99%.

Manitoba has done a tremendous job on rural electrification over past 2 years and hope to have a program set up shortly covering next 5 years.

Questions

Can housing funds be used to extend electricity to reserves?

Financial breakdown of money to be provided is as follows:

Housing	\$75,000,000
Sanitation	9,647,400
Electrification	6,919,455
Roads	16,776,500
Planning	1,250,000
Contingencies	2,406,645

This breakdown and total based on national survey completed in 1964.

How are funds to be proportioned?

Funds are to be advanced over a 5 year period but if less or more are required for a specific service an adjustment can be made within the amounts allocated to a region. The principle of transferrability also applies to the administration of these funds.

Is there a regulation on the numbers of hours tradesmen can work on the job? In many isolated areas you can't get qualified men unless they are permitted to work 10 - 12 hours a day for 6 days a week.

Can go to Dept. of Labour for permission to work in excess of 40 hours per week.

Housing (Discussion)

Read from prepared statement.

Also paper on Indian housing.

Questions

Connelly complimented those responsible for developing such a comprehensive program particularly the provision for assistance with off-reserve housing.

The money for down payment for off-reserve housing must come from a loan vote fund which it is hoped will be established through Supplementary Estimates. Treasury Board state if we are to take a second mortgage and collect on it this is a necessity. Therefore, down payments for off-reserve housing cannot come from regular housing vote.

Such grants can be made on new housing only. Grants from placement funds can be used to purchase "used" housing.

Is there any indication C.M.H.C. will significantly reduce minimum standards in respect to lot size, water, hydro, etc. for housing on reserves? This type of house would be constructed only in permanent communities.

Not likely standards will be reduced since the granting of a \$7,000 subsidy to Indians is a major concession not enjoyed by other residents.

Would Engineering Services provided by the Branch be available to bands operating their own housing program under a capital grant system.

Yes.

Need for a housing committee composed of 5 members and a semi-annual audit for bands operating their own housing program seems overstated. Committee of 3 could function well and a semi-annual audit waived in favour of an annual audit instead.

What affect and result when responsibility for deciding on whether or not a family gets a house rests with the region. Will this present a problem now that you are no longer able to say "not eligible under present regulations".

Question unanswered as inquiry not related proceeded with instead.

Suggested discussion resume after break being confined to order the subjects are dealt with on the paper "Indian Housing".

Announcements

Brochure on Industrial Development Program proposals is available for study.

No one voted for group photo.

Indian Housing

Implementation Category A. & B.

Page 2

1. agreed to -

Definition of a proper heating unit is to be made at the regional level and will depend on local circumstances.

2. Nothing in manual or otherwise to prevent building motel type accommodation for older people or even young families if cost of construction can be met within maximum limit of funds on the basis of the number of occupants who will receive shelter.
3. Where there is no economic base the of \$2,500 would not be applicable.
4. No comment.
5. Wiring and plumbing should conform to trade code.

What plans if any are being considered to provide occupants with an educational program to respect property and utilize it properly.

Such a plan is now being considered by the Education Division. C.M.H.C. stated to Community on War on Poverty that they had funds for this purpose and we hope to draw on these.

What do you do in an area which has an economic base but no base to construct a community (e.g. affected by flooding, size of available site.) This would seem to be a matter for the people to decide.

An alternate planned community site has been offered. If not acceptable development should not proceed with unacceptable site.

6. No comment.

Category C.

1. No. objection
2. Does this seem fair? Agreed.
3. Six of Branch plans approved to date by C.M.H.C. Don't use plans A., B. and C. even for widows.
4. No. Comment.
5. No. Comment.
6. C.M.H.C. are now reviewing their legislation to see if the guarantee from the Band Council cannot be waived.

If the need for guarantee cannot be withdrawn, all houses would become

property of the Band Council. This would necessitate evicted owners (for non-payment) turning his Certificate of Possession back to the Band Council since the C.M.H.C. does not deal with individuals. C.M.H.C. want to dispense with the guarantee on the basis that I.A.B. would have a larger investment. C.M.H.C. do not enforce house-keeping standards on houses they advance funds. This is responsibility of Band Council.

Grounds for eviction should rest with the Band Council since they have assumed responsibility for guaranteeing the loan.

Capital Contribution to Bands

The controls listed are to protect appropriated funds.

Capital contributions requested should be in sufficient amount for the continued operation of a housing program through revenue from rentals. This could be advanced over a period of more than one year.

In cases of illness or other circumstances would social programs provide the rental funds?

I would hope so, otherwise such a master plan would fail.

Discussion centered on who owns houses constructed from welfare funds. Suggested this should be looked into.

Program For Off-Reserve Housing

This program, as well as the foregoing Capital Contribution Plan to Bands are still under discussion with Treasury Board and a firm policy on either have not been established yet.

1. Considered that where an Indian sells his home on the reserve and then applies for a grant for off-reserve housing, that he should be eligible for the full amount of the grant rather than reduce this by the amount he received from the sale of his home on the reserve.
2. Funds for off-reserve housing would be controlled at the regional level. Suggested, responsibility for deciding priority should rest within the region he is established, rather than where he is registered, with funds being provided by the region in which he is registered.

It would seem priorities should be related to supply of housing available in off-reserve centres. Seems some guidelines should be provided as a basis on which to establish priorities.

Suggested, off-reserve subsidies should only be considered where rental housing is not available or not available at a level that the family could pay.

Might be better economy to subsidize rents.

First priority should be in geographical areas offering high wages, eg. lumbering, mining, etc. in the north, on the assumption Indians will eventually relocate to urban centres.

Second priority to Indians who have become established in cities for a period of say 2 years and by virtue of this staying power over 2 years have gone through a testing period.

The affect of the social environment experienced when renting must also be taken into account.

Seems that except for section (3) on Page 5 which needs refinement, other conditions appear reasonable.

Suggested, that the whole subject of grants for off-reserve housing be examined by all regional staff and each send in their recommendations.

Let us form a committee of Regional Directors now to review this and present our recommendations tomorrow.

Chairman asked for names of Committee.

All Regional Directors that are available.

Mr. Battle informed meeting that in view of discussions tomorrow on Resource Development he wished to pass along the fact the Minister is opposed to the sale of Indian land and also that he is interested in getting land use and development studies underway for lands located near urban areas. Also he doesn't want us to get involved in situations where commercial sites of low standards would be built on leased areas and that development studies for waterfront and other areas be expedited also.

COMMITTEE STUDY ON FORMULA FOR HOUSING OFF RESERVE
PRESENTED BY MR. J.V. BOYS

The prime purpose must be to assist families to rapidly adjust to urban, semi-urban or rural living in making the initial move from the reserve or having moved are forced into a poor environment. To ensure that the funds appropriated for off-reserve housing are applied to the purposes for which they are intended and as a means of screening applicants, the committee suggests adoption of criteria as follows:

1. The program is known as the Family Resettlement Plan.
2. Applications should be considered after rental facilities have been thoroughly explored and failed to produce adequate accommodation.
3. Applicants must be in a position to meet mortgage payments.
4. Applicants must be either permanently employed, guaranteed new employment or locating in an area where employment is available.
5. Prior departmental investment in education, vocational training etc. of the applicant should be taken into consideration.
6. Criteria similar to that applied in assessing applications for enfranchisement may be a guide in evaluation applications for housing under this program.

In general discussion it was agreed that the application of the program would not necessarily be limited to the purchase of new houses, and older houses approved by N.H.A. may also be considered. The Regional Director becomes a responsibility center for purposes of this program. The services of Solicitor are provided by N.H.A.

The suggestion that measures to ensure that houses purchased under this plan are properly maintained was considered impractical. However, in the case of resale deductions may be made from the amount realized by the original purchaser to cover repairs if the house has been seriously damaged.

In effect, this program represents a last resort for those families who have no alternative resource of acquiring suitable living accommodation in off-reserve communities.

Contributions and allocations from band funds will be at the discretion of regional authority. It was suggested that the possibilities of shares of band funds being given to the individual family locating off the reserve should be explored. The number of Indians settling in off reserve communities is growing and these funds could provide down payments on homes.

FINANCIAL MANAGEMENT (Paper)

The Glassco Commission recommended as a means to improving management the introduction of programme budgeting and responsibility accounting. The introduction of these management techniques is essential if decentralization of authority and responsibility is to be effective.

Programme budgeting is the process of planning operations and estimating financial requirements for each type of work or service provided as part of a programme so as to arrive at the total cost of the programme.

Responsibility accounting is the assigning of financial responsibility to organizational units so that financial and operational responsibilities correspond in meeting planned objectives.

It may be useful to review the system Urwich Currie & Company have proposed as it may help to understand how it is intended to improve management.

Initially, the Branch will be required to prepare a five year forecast. Already, the Education Directorate has provided responsibility centres with forms and statement of policies to assist responsibility managers in the preparation of five year forecasts. We are currently preparing similar procedures in regard to the Administration and Development Directorates.

The introduction of five year forecasting in addition to being a Treasury Board requirement will provide us the following benefits:

1. We should have a much more accurate indication of the funds that will be available to the Branch at the time we advise you of the targets for the preparation of your Estimates. This will be so because it is intended that Treasury Board review the fifth year of the forecast as well as the other years. Eventually, by the time the system will have been in operation for five years, what was initially the fifth year will then be the forthcoming year which will already have been reviewed four times and rather than have to start a bargaining operation with Treasury Board it should require only a very cursory review for approval to be obtained from Treasury Board.
2. You will estimate the requirement for your own regions and any changes either upward or downward should have been discussed with you. Therefore, targets which will be assigned to your region should meet more closely your needs and you should not be expected to suddenly learn that arbitrary revisions are made in your budgets in order to satisfy the whim of Treasury Board personnel.

I would like at this point to make a personal observation i.e. as we proceed further with this system, we should expect to see a reduction of funds being forwarded to the Branch by means of Supplementary Estimates in order to provide the Branch with funds required due to forecasting. I have the feeling that the purpose of Supplementary Estimates will be restricted to providing the Branch with funds required for the introduction of new programmes only.

Having completed the five year forecast, the next operation will be the preparation of Estimates Submissions and the Quarterly Budgets. Both operations you are familiar with and therefore, I do not intend to discuss them any further now.

In the very near future you will be receiving the quarterly budgets which will be issued by the Computer Centre both on a responsibility basis and as activity basis. I would suggest that you review these carefully as they are the plan of Responsibility Centres for the forthcoming year. If we are to be successful in achieving the objectives we have set for ourselves it is most important that work schedules be set up which will relate units of work to the dollars required in each quarter.

Eventually, you will be receiving monthly responsibility and activity reports which will compare your actual rates of expenditures to the budgeted rates and the two will be compared in order to determine variances. You have been told that guidance will be given to you in regard to variances which will require explanation. I have assisted establishing these guidelines until the first statements are issued. I do not believe that these guidelines can be provided to you until we have some indications of the reliability of our quarterly estimates. We will, however, advise you of these guidelines as soon as a pattern has been established in regard to the number and magnitude of variances.

While the positions of the systems which have been implemented will require to be reviewed in order to improve and adjust areas which do require adjustment these still remain to introduce standards of measurements.

The purpose of Standards of Measurement are:

1. To assist managers in planning.
2. To provide a basis for evaluating plans.
3. To help in controlling the performance of individuals and organizational units.

It is our intention to seek your assistance in determining appropriate standards of measurement and in this regard the activities identified should be most useful in providing us with significant data.

Eventually, those standards of measurement will be incorporated in a system of management reporting.

With the introduction of management audit the fall system recommended by Urwick Currie Ltd. will have been implemented.

I have no doubt that you would wish to be informed as to where the matter of requiring authority stands. Mr. Battle had some discussions with the Deputy Minister and the Minister on Saturday afternoon. No decisions were reached and the matter was left into the hands of the Deputy Minister for further consideration. A new submission is to be prepared wherein all members of the Department of Northern Affairs and National Resources will be considered on the same basis.

SUMMARY OF THE DAYS PROCEEDINGS

FINANCIAL MANAGEMENT

Questioning Period

How long will it be until we receive expenditure statements?
To be issued on 7th of following month.

Management audit is a review to ensure operations are in line with policy. This is done at the headquarters level.

Could management audit be done by consultants? Yes. In income tax, they have teams doing long and short audits. Long audits done in Regional office - up to 3 weeks and reviewed with Regional Director. Short audit ensures observations made in long audit have been corrected. Each come every second year.

Management audit does not exclude financial audit. Management audits are a process to train staff for managerial positions. Branch has such a wide range of programs, it would take a consultant a long time to learn all the policies and having this work done by consultants would be costly. Several other departments have this operation in effect with their own staff.

What procedure would apply if a Superintendent wanted to buy \$50,000 worth of material?

Would have to go to Treasury Board since over \$15,000.

After discussion, decided Superintendent send requisition to DDP and let them process from there, since purchasing for Branch has been transferred to DDP.

What is regulations regarding services? Anything over \$5,000 must to to Treasury Board. Signing authorities do not alter regulations governing Contracts Regulations.

Comment made about how DDP have held closely to letter of law in merely ensuring regulations acceptable have caused serious delays in the past.

J.M. Thibault

If you find DDP is questioning signing authority for purchase contracts, let us know and we will review it with them.

Comment made only difference between last year and this in management of finances is all money given out this year at once but control still rests with headquarters.

Signing authority is outside control of ADM. It rests with the Minister. Important advantage is you have a budget. This is a new departure and not likely to be expanded until funds can be related to units of work measurements.

Where does control on signing authority prevent misuse of funds. It doesn't. It applies more to use of funds under government contracts regulations.

The delegation of authority is given when the budget is approved. This differs from signing authority.

There is still room for refinement. For instance, a supervising principal still needs to submit applications for educational assistance for approval by Regional Director. Seems we need to get signing authority down to the working level in amounts which are sufficient to proceed with programs and functions. Decided this outside area of financial management now under discussion.

Request made for managerial audits in field of oil and gas. Forward a requisition writing and we will see what can be done. I would appreciate knowing just what field requirements are since these need further study.

What about accounts which have to be paid from 1966-67 estimates? Some mention was made earlier of obtaining funds through Supplementary Estimates to cover these so that 1966-67 programs would be affected.

If bills come in and are processed, we will make the necessary transfers to utilize all available funds. Have received all Supplementary Estimates expected and there are indications that Supplementary Estimates will be hard to come by in 1966-67.

Project Numbers are required for every project over \$15,000. Does this apply to all projects or only revenue?

This assignment might be done eventually at the Regional level since we are looking at this now. Put in for the reason Comptroller of the Treasury Regulations require that all such projects be reported on.

Where you want to identify revenue and expenditures from a project, this can be obtained through the use of this project number.

Net financing discussed where operations financed through keeping revenue and asking for difference only from appropriation. This is dangerous for the reason that if revenue is below that anticipated, would be short of funds and would have to go through Supplementary Estimates for additional operating funds. Not permissible to transfer funds from your budget under these circumstances.

Chairman thanked Mr. Thibault for his contribution.

Break Period.

ENGINEERING AND CONSTRUCTION

The role of the Engineering and Construction Division has been defined as follows -- to be responsible, under the Director of Development, for all technical and engineering administrative aspects of the Branch construction program.

The purpose of the Division is to ensure that provision is made for the proper physical development of Indian communities in order that Indians may be provided with decent housing, schools, community halls, utilities, roads and other amenities consistent with the provision of such services to other Canadians.

The objectives that we hope to achieve are as recently announced:-

1. The elimination of the backlog of urgently required housing units, the provision of new housing to meet new family formations, the structural upgrading of existing housing as required and the provision of funds and technical advice to assist in the construction or acquisition of housing off reserves in areas of good employment opportunities.
2. The provision of electrical services to those reserves where power is not available either through the extension of public utilities or the installation of generating stations.
3. The provision of water and sewer services where practical to existing and new communities.
4. The provision of properly constructed roads to encourage reserve development, to provide access to and from job opportunities, to provide safe transportation for children going to and coming from schools.
5. To provide service to the Education Division to construct and maintain school facilities.
6. To provide for the construction of community halls, libraries and other buildings required by the Indian communities.

None of these objectives can be reached by members of the Engineering and Construction Division alone. The most important people, the Indians themselves, through their Band Councils must make the initial move to undertake any improvement. Other development people at the field level, educationalists, administrators, to name only a few, must be concerned before success can be achieved.

Now that reorganization has taken place with the consequent decentralization of authority, the role of the region has changed. Regional offices will now be responsible, and accountable, for the execution of construction programs within the long range plans announced by the Minister last week. Each region will be staffed with construction personnel through whom they will carry out their programmes. Regional Engineering staff will have con-

siderable resources on which to draw -- if they feel they cannot do a project themselves they may call on Headquarters technical people or if they are on the prairies or the territories they may call on the Prairie Provinces Engineer. In addition, consultants can be hired and many other levels of Government provide services which should be fully utilized.

Regional Engineering staff will still be responsible to Headquarters for major technical decisions and we assume they are aware of their own capabilities. One of the many major roles of the Division at Headquarters will be to make comprehensive long range plans and clearly define policies in the construction areas to implement these plans. We will also provide a consulting service as technical designers, advisors and construction supervisors as requested by the Indians, agencies and the regions. For the present time, we will continue to administer contracts as laid down by the Government contracts regulations. In addition, we will provide a service to regions on construction matters requiring approval of Treasury Board or other designated committee.

The Prairie Provinces engineering office, which operates at Saskatchewan, as a sub-section of Headquarters engineering people, will provide a consulting and design service to the prairie regions and the Northwest Territories.

ENGINEERING AND CONSTRUCTION (Discussion)

George Bowen

Outlined role of Division.

Question Period.

Will we still be required to send our progress Estimates to Ottawa for signature before payment can be made? Yes?

What is the purpose since your signature is based on information provided by the region and why is our signature not as good as the information we provide.

As time goes on administration of contracts will be delegated to the field but in view of past experiences this practice desirable. This isn't because we want it. The Minister wants any project over \$15,000 referred to him. We are in trouble now because the region didn't do what should have been done. Until the Minister decides otherwise, must observe this rigidly.

What about cases where money is at Agency level and engineering responsibility is at Regional level? Suggest transfer money back to region to unify accounting and performance responsibility.

Can either provide engineering staff at Agency level or give authority and responsibility to region.

ENGINEERING AND CONSTRUCTION FOR 1966-67 (Discussion)

G.J. Crapper

We look at it that the Regional Director has the authority and responsibility and if he doesn't like ^{the} work he can have it called off.

Ideally we should have a construction man in each Agency responsible to the Superintendent while he is on the job.

When headquarters staff in field, they are there only as technical consultants.

Some engineering staff operating simultaneously in five agencies, stronger Superintendents get the services. This might affect expenditures under quarterly budgets.

Possible we should look to and get services of outside help. Costs can be charged to the project. This would apply where administrator asks for technical help and none available.

The situation should improve with the amalgamation of agencies.

Because of tremendous physical program ahead, can't afford to have engineering services too thinly.

Concern expressed over affects of accountability if human resources not available in same proportion.

Shortage of qualified carpenter foremen is a problem of serious proportions.

Investigate possibility of getting a good man whom you would employ for a 12 month period on a variety of projects.

Our concern should be to obtain key personnel and recruit and train other workers from Indian labour force.

Seems short-sighted not to provide a clerk of works on major contracts - also contract with "teeth in them" to ensure contracts completed according to specifications and within time limits.

Difficult to obtain a qualified Clerk of Works.

Department of Transport have a permanent staff on the move and do not rely on Clerks of Works. In slack times would operate training programs, also make other preparations for coming season's work. This would seem to be a good investment.

Are services for consultants' fees paid from Admin. Vote? Charged to project unless when included in the estimates.

This should simplify hiring procedure for consultants. Oftentimes, a Clerk of Works is just as efficient at less cost.

Many consultants reports in jargon meaningless to Indian Bands. Answer seems to be to establish a relationship between consultants and people involved at local level. Also should be provided for in the terms of reference.

What about cases where study extends into terms of succeeding Band Council that do not see eye to eye with the study. The commitment must be met and part of our job to deal with these situations.

In this case, the consulting engineers were engaged by the Band and paid for out of Band Funds. Concentrate on developing relationship where terms of reference would be referred to the Regional staff.

Consultant firms, regardless of their degree of efficiency, need to know what study is to cover if end project is to measure up to expectations.

One of the major roles of Engineering and Construction Division is to prepare comprehensive plans for construction over a long period. How can this be done at Headquarters? Needs to be worked out in conjunction with field.

Since money in estimates tendency is to go ahead even on long term projects without proper engineering services ahead of time.

Also, how can construction be tied in with community development and fit in with changes in attitudes, plans and so forth of Band Councils.

Seems long term planning can't take this into account.

Education Division have to improve on their planning also because of experience that many projects listed are not proceeded with or in many cases actually considered.

Education Division have their problems because of tremendous costs of projects. Compounded by the number of uncontrollable variables, particularly in the area of joint agreements. Educators are not generally good project planners.

Community Planning (Discussion)

Cliff Crapper

Read proposed statement.

Importance of clear-cut terms of reference cannot be overemphasized. Where possible, community planning studies should be preceded by an economic feasibility study.

Brings out the need for local people who know the situation to draw up the terms of reference for any study undertaken. Otherwise we would get general conclusions which are known by local people.

If you use consultants the terms of reference should not be drawn up by laymen.

Should distinguish between Planning and Engineering consultants - entirely different. Most large consulting firms have a variety of specialists who can cover various aspects of community planning.

Planned community relates to engineering - Community Planning relates to development including an economic base.

When or where does Community Planning start? When need is recognized by the Band.

This points up relationship and role of Community Development Officer, who points up the need to the Band and then brings the engineering people together with the Band.

Planned communities can exist because of need and not necessarily because of desire.

The Community Development function is, and often performed by staff not engaged as Community Development Officers.

Sometimes difficult to ensure consultants have the relationship at community level necessary for adequate performance of their terms of reference.

Consultants should understand the Indian people they are engaged to serve.

Role of regional engineer is to ensure that information is disseminated to Agency Superintendents the services available - consultants, etc., for Community Planning.

Branch have been endeavouring to get positions for Community Planners for some years without success.

Seems if Branch is to provide anything beyond merely shelter, there is an extreme need for Community Planners.

Possibly should look to local Planning Commissioners for these services. Has been tried in many areas, often very successfully.

Water & Sewer (Discussion)

Read prepared paper.

Questions

Have you any ideas on how to create interest among members for need and importance of their role in maintenance of such systems?

This is developed by working with the band right from the beginning emphasizing it is their system. Also in the establishment of rates which provide for an operational or sinking fund to meet maintenance costs and depreciation.

One case cited where band refused to co-operate after an extensive and costly system installed even to the extent of cutting down cost to them of water rates on the assumption the Branch will maintain it.

Goes back to analogy of consultants. It is not a Branch system. We are merely acting as consultants.

Why not constitute a system the same as that for hydro, where account not paid, service is disconnected.

Bands have two standards - one they will pay accounts owing to outsiders but not to the Branch.

Possibly engineers are going into things outside their areas of responsibility.

In many cases we have been forced to assume this role under pressure when no others would.

Engineering services should not go into the area of administration covered by Superintendents such as concerning themselves about band bylaws covering regulations pertaining to the operation of these services.

We are all involved with people therefore engineers might be better suited for their duties if they were exposed to the Community Development principles to the extent of even going on C.D. courses.

Engineers are first paid to produce.

Seems to be too much attention given to Community Development as it relates to professional people when many staff have been doing this for years.

Should look into feasibility of having a developer go into subdivisions and provide water and electrical services as against providing these

ourselves.

Not likely to be provided as cheaply as if we developed the services or purchased these services from adjoining municipalities.

Should not overlook extent to which local politics influence and have a bearing on the circumstances under which such services are provided.

PURPOSES AND OBJECTIVES FOR AN EXPANDED EMPLOYMENT
AND RELOCATION ACTIVITY - I.A.B.

Purposes

In consultation with Indian people, to develop sound and effective Indian manpower policies and programs, to facilitate the following:

- (a) the development and exploitation of employment opportunities in the vicinity of or within commuting distance from Indian reserves keeping in mind the interests and capacities of the people.
- (b) the widest use by Indian communities of government facilities at every level which are associated with manpower developments including the following: occupational counselling, training, placement and follow-up, and mobility measures including housing assistance.
- (c) the successful transition, both socially and from the occupational standpoint, of Indians who undertake relocation from marginal areas to areas offering permanent employment opportunities.

Objectives

A. General

1. In co-operation with Indian bands and with other manpower authorities:
 - (a) to initiate and conduct surveys to determine the size, character, interests and capacities of Indian labour forces across the country.
 - (b) to work towards the development and maintenance of a national job opportunity inventory.

B. Employment Sub-Activity

1. In co-operation with Indian bands and with other manpower authorities, to initiate, conduct and maintain studies of the employment market in the areas surrounding Indian reserves, and related training opportunities, in order to determine the extent to which Indian labour forces can be employed locally.
2. To initiate and develop local and area employment measures on behalf of Indians residing on reserves through the following:
 - (a) organization of employment committees;
 - (b) provision of occupational counselling, training, placement and follow-up;
 - (c) programming of regular works projects and other special employment operations on or in the vicinity of Indian reserves, e.g. resource development or C.E.P., in such a manner as to ensure maximum involvement in and returns to Indians from 1) planning and

organization; 2) employment, job conditioning, and initial exploratory vocational training; 3) leadership and supervisory experience.

C. Relocation Sub-Activity

1. Where it is determined that Indian labour forces cannot be fully absorbed in local or area resource development measures, or employment opportunities, to provide an adequate counselling and orientation service to prepare Indian individuals and families for relocation. This service must be provided within an atmosphere which will permit the free exchange of information on the following:
a) the interests and capacities of the Indian people; b) the opportunities for training and employment elsewhere; c) the nature and scope of problems related to relocation; d) the kinds of help that can be found to aid in the process.
2. In connection with relocation to assess the potential of non-Indian communities, in terms of employment, housing, schools and other basic services necessary to establish and maintain Indians at an acceptable level of living.
3. To determine the need for public relations, community organization, and adult education measures, to create in the non-Indian community resources including Indian leadership which can assist in the planning, organization and provision of relocation services to Indians.
4. To establish Employment Assistance Offices in urban centres to serve as focal points for relocation services. Where possible these will be combined with Indian agency offices.
5. To facilitate the training and placement of Indian relocatees through direct placement, referral to formal training institutions, through practical pre-employment, training, training on-the-job, in-service or other measures. This aspect will be developed with the full co-operation of Branch, federal and provincial training and manpower facilities.

D. Youth Orientation and Job Induction

1. In view of the many young Indian people on reserves who are ill-informed re training or job opportunities, ill-motivated towards wage employment, or isolated from the general interests and activities of Indian bands, it may be necessary to establish special centres to provide the following: occupational counselling, and job conditioning through work projects, coupled with exploratory vocational training, and specific adult education measures.

Resources for a Comprehensive Employment and Relocation Program

1. Personnel

(a) Employment Sub-activity

The appointment of competent employment specialists assisted by

trained Indian employment officers at the agency or district level.

(b) Relocation

Within established Employment Assistance Offices, directed by competent staff, responsible for public relations, community organization, administration, and supervision, the appointment of employment specialists and trained Indian counsellors to provide services to relocatees in the following areas:

Training & Employment Function

Community Living

- (a) occupational counselling
- (b) training, placement and follow-up

- (a) orientation to the new community
- (b) housing
- (c) administration of financial assistance
- (d) social counselling

1. Financing

2. Financial Assistance

(a) Employment Sub-activity

To provide the necessary financial assistance to facilitate training and placement in local or area opportunities including the following: transportation, maintenance, clothing, tools and other basic equipment, T.O.J. and IN-service expenditures.

(b) Relocation Sub-Activity

To provide the necessary financial assistance, to facilitate the establishment of Indians in off-reserve communities including transportation, maintenance, clothing, tools, housing and basic household effects, T.O.J., and In-service Training.

3. Purchase of Services

- (a) counselling
- (b) staff training and development
- (c) feasibility studies re the establishment of new projects or extension of existing measures into new geographical locations.

EMPLOYMENT AND RELOCATION - (Discussion)

The conference formed discussion groups after the presentation of the paper and considered the following topics:

1. Purposes and Objectives;
2. Relocation;
3. Training for employment;
4. Field service structure at District level;
5. Intercommunication between Education, Placement, etc.;
6. "Frontier" industrial development site (e.g. Thompson, Timmins, etc.)

When the conference recommended in plenary session, each group made its report as follows:

Group (1) - Purposes and Objectives

The groups were in general agreement with the purposes and objectives, but wanted clarification of one particular phrase. Under "Objectives," paragraph A. General, in 1(b) mention is made of "a national job opportunity inventory". Is this inventory to be produced by Indian Affairs personnel?

Group (2) - Relocation

Preparation for relocation must begin on the reserve so that the change will not be too radical. There must be an improvement in the home life of the average Indian. Each situation will require individual treatment and, therefore, should be dealt with at the Agency, Regional and Provincial levels - not at Branch Headquarters.

Group (3) - Training for Employment

While all Branch officials should seek to provide training for Indians (e.g. Engineering and Construction Division on construction projects), the primary responsibility should rest in the Region with the Superintendent of Vocational Training and his counsellors. It was felt that there may be an over-academic approach if the Education Division is responsible for placement. The Superintendent of Vocational Training should be responsible to the Regional Director on an equal footing with the Regional Superintendents of Schools, development and administration. Placement and Vocational Training should be combined under this officer who could be renamed (e.g. "Regional Superintendent of Manpower"). Where Indians are guided into employment without having to attend organized training courses, this should be the responsibility of the Placement staff. C.E.P. and S.C.P. offer opportunities for the Branch to fill the role as "employer" in "Training on the Job".

Group (4) - Field Service Structure at District level

The group agreed generally that this operation should extend to the agency or district level. The first chart - with the superintendent at the hub - was acceptable, but the second chart required re-fashioning. Manpower inventory and job opportunity require to be coordinated through training and re-training. Different areas would require different organization details, training, etc. What was the role of "Manpower Mobility" in this? Who will fill the function of "Indian Employment Assistance Officer"? This would require a knowledge of the requirements from the point of view of industry and the group doubted that Indians could be found to fulfil this requirement. Wherever available, Provincial services should be utilized.

Group (5) - Intercommunication Between Education, Placement and Development

The responsibilities of each service in respect to placement and relocation should be clearly defined. The role of Education ceases once the client has received training. The role of Placement is to assist the client in obtaining gainful employment. If the client needs further training, the Placement Officer would call on the services of the Education. The question was asked; should the Branch build up a large staff in Placement and Relocation if the same services are available from other sources? (e.g. N.E.S. or Manpower)?

Group (6) - "Frontier" Industrial Development Sites (e.g. Thompson, Timmins, etc.)

Although Thompson (Manitoba) was valuable in discussion, there were considered to be too many "outside" influences for it to be typical of the problem. Consequently, the group concentrated on the Abitibi district of Quebec, (an area of approximately 30,000 sq. miles) although it was realized that there were hundreds of similar communities across Canada. The problem is basically one of prejudice against the Indian as a worker. The following solutions were suggested.

- (a) Place a good man (C.D.O.?) in each problem area for several years to maintain close contact with the employers, the non-Indian community, and the Indians.
- (b) There should be better training of our own staff.
- (c) There should be better practical training of Indians to prepare them for the jobs.
- (d) There should be a continual follow-up to the programme.

It was also felt that Indian Affairs Branch is not looking ahead to future developments in these "frontier towns" as regards;

- (1) What jobs are available;
 - (2) What training is required;
 - (3) What Indians are moving in;
- and (4) How best to prepare them.

The problem in dealing with industry should not be treated as doing a favour for the Indians but as a benefit to industry.

DISCUSSION GROUP 3 - RELOCATION

The group concluded that the most effective means of enabling individuals and families to adjust to living in off-reserve communities is by raising standards of family and community living on reserves. If the recently announced massive of community development programs to achieve positive results in terms of improved quality of family living, it must be accompanied with comprehensive counselling, educational and rehabilitative services. The group considered that one means of promoting better standards of living on the reserve and which at the same time prepares individuals and families for relocation may be the development of a program along the lines of the community health workers who are trained and employed by community health services. This would involve the selection and training of Indian workers to perform functions similar to visiting homemakers who would work with individual families in their own homes and with groups in the promotion of more healthful living. Such a program can only develop successfully with the participation and support of Indian people based on recognition of need and desires for change.

Sound planning in relation to preparation for relocation calls for comprehensive study of each community to determine the needs, economic potential and staff resources required. Separate planning is necessary because of wide spread community differences, for example, there are reserves in which the economic potential is such that relocation of the total group offers the only opportunity for income independence of the members, whereas in others there are means through which at least part of the population group can earn a livelihood. Strong preference was expressed for such studies to be undertaken by regions and agencies in consultation with Indians rather than by Headquarters.

THE ECONOMIC DEVELOPMENT PROGRAM (paper)

These remarks will be more an appraisal of the Branch's program for economic development for Indian people, than a comprehensive statement that sets forth detail for the program. Since joining the Branch, I have been trying to acquire an appreciation of the problems involved in implementation of the program and, in this regard, I have spent much of my time looking at such administrative functions as organization, planning, staffing, direction, co-ordination, budgeting and reporting, as these relate to programming for economic development.

You may wonder why I should concern myself with these functions and what bearing these have on the program. The degree to which each operates smoothly affects the pace at which the Branch moves forward in its attempts to devise aids that will assist Indian people in furthering their economic well-being.

Among the several duties set forth in the "job specification" for the Chief of the Resources and Industrial Development Division, is one involving evaluation of the program of economic development. Evaluation must include not only an appraisal of the progress accomplished in implementation, but also an examination of the administrative machinery that is being employed to set the program in motion, and this of necessity involves consideration of the functions mentioned above. Such appraisal also carries obligations to propose remedial proposals in respect of program change and modification of policy, where an apparent weakness exists in program. More will be said of this later.

THE HAWTHORN (JAMIESON) REPORT

As a basis for setting forth the purpose of the Branch's economic Development program and for serving as a guideline in respect of establishing priorities for program development, I think the Hawthorn (Jamieson) Report on the "Economic Status of Indians" offers a fortuitous and useful beginning. Its utility lies in the fact that it brings together, in organized fashion, a large body of knowledge about the economic vicissitudes of the lives of Canadian Indians and, in so doing, it enables one to acquire a broad appreciation of the whole subject. Time does not permit a lengthy summary of this useful report and I shall touch upon those items which I found of particular interest in the report.

The report endeavours to shed light on the following questions:-

- (a) What is the level of economic development of Indians across Canada?
- (b) What factors account for the Indians low income status?
- (c) What are the significant differences among bands
 - in per capita income?
 - in other factors of economic growth?
- (d) What variables (e.g. geographic, social, cultural, etc.) account for differential levels of development?

- (e) In what ways have the policies of the Indian Affairs Branch affected development?

To undertake the study, fifty bands were selected from those covered in the Resource Questionnaire of 1964. The bands were chosen on a geographic basis and in such a way as to provide a representative sample of the various stages of economic development to be seen among Indian peoples. To measure the degree of economic development, the author relied on Per Capita Real Income from Gainful Employment in order to show income producing activity by individuals and by groups.

As the study proceeded, it was found that of the fifty selected bands, data were in sufficient detail for only thirty-five; thus, the survey was based on seven per cent sample of all the bands in Canada or eighteen per cent of the Indian people.

LEVEL OF ECONOMIC DEVELOPMENT

In 1964, the thirty-five bands in question received an estimated income of \$10,843,638.00 or a per capita amount of slightly more than \$300.00. The survey also revealed, among other things, that sixty-two per cent of the workers earned less than \$2,000; that 49.3% of all the jobs were in the traditional areas of endeavour, i.e. hunting, trapping, fishing, etc., and that only 27.2% of the working force was employed in semi-skilled or casual jobs.

FACTORS CONDUCTIVE TO LOW ECONOMIC DEVELOPMENT

The major factors listed by the report as having a bearing on the low level of Indian economic development were:-

1. Distance and isolation from centres of employment opportunities
2. Lack of mobility--i.e. the reluctance of many Indian people to leave their reserves for lengthy periods
3. Obsolete equipment used for trapping, fishing, farming, etc.
4. Lack of training and education
5. Cultural factors, which includes among others:-
 - (a) Kinship ties which help to encourage the individual to remain on the reserve
 - (b) discrimination
 - (c) Lack of motivation on the part of the individual to participate in non-Indian life

SIGNIFICANT DIFFERENCES IN ECONOMIC DEVELOPMENT

Some eighteen factors commonly held as being contributors to varying degrees of economic development were examined at length. On the bases of the data accumulated, in respect of these bands, many of the factors were shown to have little real correlation with the degree of

economic development of the thirty-five bands.

Availability of resources, for example, was noted to be less an influential factor than was the degree of skill employed in their exploitation. In a similar vein, availability of capital was shown to have no real correlation to the degree of development, but business acumen in the use of such capital was established as a significant factor in level of development.

The main factors with a positive correlation to the level of economic development were:-

- (a) continuity of employment
- (b) mobility
- (c) participation with outside organizations

GENERAL PROSPECTS FOR INDIAN ECONOMIC DEVELOPMENT BY REGIONS

On the basis of the analysis of the thirty-five bands, the author divides Canada into five major regions, in terms of prospects for Indian economic development. It sets forth the following variables that must be considered in programming, in respect of Indian economic development:-

- (a) the size, location and kinds of major industries
- (b) the amounts, kinds, and quality of available resources and their location relative to major markets
- (c) the present and anticipated rates of economic growth for each region
- (d) the location of Indian communities in respect of useable resources, transportation facilities and centres of industry
- (e) the degree of Indian mobility

Jamieson provides a very useful guideline for programming in the 8th Chapter of his report by outlining the prospects for economic development by Indians on the basis of the Regions that he identified. In brief his comments were:-

1. British Columbia

This region offers the greatest promise for development for Indians because:-

- (a) the bands are favourably located relative to job opportunities, to income-producing resources and to transportation facilities
- (b) of the rapid rate of economic growth, particularly in industries such as forestry, construction, which are favourable to Indians.

He suggests, therefore, that the main emphasis in programming should be to enable these people to take advantage of the job opportunities that exist in forest products extraction, various kinds of construction and to provide them with the requisite training and mobility.

2. The Boreal-Precambrian Region

The people of this area derive their livelihood mainly from hunting, fishing and trapping. The factors that characterize their

economic milieu are:-

- rapid population growth
- the change-over from an itinerant to a more or less sedentary life
- heavy pressure on resource stocks in the immediate vicinity of communities
- declining mobility
- declining returns from the traditional industries

The report expresses the view that three basic remedies warrant study:-

- (a) that money be invested to enable trappers and fishermen to move farther afield in resource exploitation and that endeavours be made to improve resource extraction, processing and marketing
- (b) that folk in these communities be given opportunities for training in such trades as carpentry, electrical and motor repairs and so forth. By doing so, some pressures may be taken off the resource base.
- (c) that arrangements be made to aid these people to relocate in the new industrial communities that are arising as a result of minerals and forest development. This would involve the provision of training, housing, credit, etc.

3. The Prairie Region

With one or two exceptions, the report is not optimistic about the economic prospects for Prairie Indians. Several factors are offered as contributors to this situation:-

- (a) the large reserve populations relative to the areas of each reserve
- (b) the need for large tracts of land to sustain economic agricultural units (minimum of 3/4 to one section)
- (c) the small number of industrial communities in which alternative employment is available
- (d) the urbanization movement in which growing numbers of non-Indian rural people are migrating to towns and cities. Such a movement offers serious competition to Indian folk seeking jobs in towns and cities in the Prairies.

In the main, the report concludes that programming should place high priority on training young Indians to take employment in the larger urban areas of Canada. The author is not enthusiastic about general investment in further agricultural development on reserve, the large amounts of undeveloped lands therein; notwithstanding. It points to the generally indifferent success of prior programming in this vein to support its view, and it also draws attention to the relatively large sums of money required to create variable farm enterprises. Jamieson is of the view that these monies could be more effectively used in other ways to help Indians. It admits to exceptions, however, particularly where groups of Indians are amenable to the creation of large-scale consolidated farms. In addition, the report does not preclude the extension of assistance to those Indians who are unable to move and who perforce derive some of their sustenance from subsistence farming.

3. The Maritimes

According to the report, prospects for Indians in this region are bleak, and its only comment is to suggest a program of relocation to areas where employment is available.

ECONOMIC DEVELOPMENT

As most of you are aware a program for increased economic development for Indians has only recently been given priority, and as is indicated by Dr. Jamieson's study, a great deal of organized work particularly in respect of surveys needs to be done, in order to give the program momentum. Staff and money to undertake this task is not yet adequate and a great deal of information needs to be amassed and studied.

At this moment, I am in no position to provide answers, rather do I take the time remaining to me to present a few ideas and suggestions which may serve as a basis for discussion and out of which may emerge guidelines with which to approach this task.

The Purpose of the Economic Development Program

In this respect, it seems to me the purpose of the program is to provide Indian people with increased opportunities for choice in the selection of ways and means to enhance their economic well-being, and to help them close the gap in income level that exists between them and non-Indian people by such things as:-

1. helping Indians to broaden their scope in wage employment
2. assisting them in the creation of entrepreneurial endeavour
3. helping them to achieve higher returns from the use of their lands and resources
4. enabling them to move towards autonomy and full responsibility in the management and utilization of their lands and resources

In organizing to implement such a program, several items require early attention. Some of the more pressing of these matters are:-

- (a) The amount of data which the Branch has about Indian natural resources, Indian technical capabilities, etc. is not sufficiently comprehensive at this moment to set objectives nor is it detailed enough to provide a sound base for programming on behalf of the economic well-being of these people.
- (b) There are inadequacies in the Branch's Reporting and Budget control and preparation functions which make for difficulty in assessing the degree of program accomplishment from region to region. In the face of this kind of hiatus, the establishment of meaningful short and longer-run objectives becomes well-nigh impossible. As Dr. Jamieson has demonstrated, the per capita income from wage employment by Indians is considerably below the national level. Programming for economic development must alter this ratio, but without adequate information respecting the degree of accomplishment by programming extant,

one has no reliable basis upon which to suggest changes in emphasis or in approach.

This is of major importance and it is to be hoped the Regions and Headquarters staff can work to improve this situation.

- (c) A recent development has been the rise in interest in the welfare of Indians by a growing number of Federal and Provincial Agencies. This is encouraging, but it places a heavy onus on Indian Affairs Branch to keep abreast the activities of these agencies, so as to assess the rate of development and the rate of economic change that is occurring among Indians from place to place across the country. Here too, the recognition of needed objectives for programming will be influenced by the degree of our awareness of the changes being wrought by such agencies.
- (d) Branch economic programming faces an enormous challenge over the next few years. Indian numbers are mounting and could easily increase by 30% in the next 10 years. In addition, it seems certain that from 4,000 to 6,000 young Indian people will annually enter the labour force during this period. With no change in the degree of programming and with continued reliance for sustenance on a resource base, equal to that which now being used by Indians, one can only conclude that income from wage employment in the immediate years ahead will fall.

It seems obvious then, that avoidance of such prospects must be foremost among the purposes for planning and for intensified program implementation in the years to come, but this begs questions. How much programming is needed? In what directions? Where should it be emphasized? These and other such questions must be attended to by each Region and by the Resources and Industrial Division at the earliest moment.

It is in this context that the following is presented as suggestions for the development of an economic program.

A General

1. Surveys^{*}

- to define more clearly the scope for the further development of Indian lands and resources
- such surveys would include present land-use, soil, forest and wildlife studies, use-capability studies to determine recreation potential, industrial land-use potential, etc.
- where warranted these surveys could be backed by benefit-cost analyses as a guide for future capital investment
- to ascertain the capacity of Indians (in terms of skills, attitudes, preferences, training, work experience) to acquire added or new income
- to reveal sources of new employment opportunities for Indians, plus

* These surveys are also recommended by DR. JAMIESON.

assessments of the requirements that Indians will need to take advantage of such opportunities.

2. The introduction of measures to increase the capabilities of the Indians' present resource base to provide higher income by:-

- the introduction of better management techniques
- the introduction of improved extractive, processing and marketing methods

(This is based on the assumption that even though future prospects for income from traditional industries appear bleak, investment in this respect will be necessary in order for Indians to stem further social disintegration and to "buy" them time to prepare for and to choose other remedial economic measures).

3. The solicitation of greater joint action by Federal and Provincial Agencies in meeting the dilemma confronting Indians.

B Action by Specific Fields

The following are areas of endeavour that require action in specific fields:-

I Natural Resources

(a) Wildlife

- to determine wildlife production capabilities
- to introduce more effective management by means of training, improved equipment and improved techniques
- to identify new wildlife sources that might be made available for Indian exploitation

(b) Fisheries

- to provide training in the latest techniques in fish harvesting
- to assist in the acquisition of more efficient equipment
- to encourage and assist with the assessment of the capabilities of water bodies used by Indians, in order to achieve and to retain peak annual increments of fish production
- to assist with the development of more efficient processing and marketing techniques

(c) Forestry

- to complete inventory and management plans of the forest resources used by Indians. This should desirably be completed in 3 years
- to provide Indians with training in forest products extraction
- to assist Indians to procure efficient equipment
- to assist Indians in procuring employment in the forest industry

(d) Land

- to complete in less than 5 years, inventories of present and potential land use on all Indian lands
- to provide Indians with the requisite skills for the exploitation and management of their lands
- to assist in the acquisition of the equipment necessary to develop their lands

In this context, it should be borne in mind that in any program relating to the further exploitation of Indian renewable assets, it is of the utmost importance, that Indian people be participant in (and, in fact, give leadership) such deliberations and in planning therefor.

The development of these resources is not an "End" in itself; it is a means to an "End", only part of which relates to material well-being. Other more fundamental and more lasting values accrue to persons who are successful in dealing with their physical environment, not the least of which is pride, dignity, self-reliance and confidence; and these latter values represent the essence of the country's aspirations for Indian people.

With this in mind, regional personnel (Development and Community Development Officers) might work jointly in presenting to Indian bands, the idea of the bands creating economic development committees to undertake fact-finding on reserves concerning income levels, unemployment, skills, experience, etc. and to survey nearby communities for employment opportunities. Branch personnel could act as advisors to such committees. Thought might also be given to other assistance (including financial) that could be proffered by the Branch to such committees. Without initiative of this kind issuing from the individual bands, programming for economic development will be slow in forthcoming.

In spite of what might be accomplished in the further exploitation of Indian renewable resources, it might well be assumed that:-

- (a) a growing number of Indians will seek to leave their reserves
- (b) many Indians, in an economic sense, will become "surplus" to the capacity of their reserve resources to support them. It should be remembered that the 6,000,000 acres in reserve lands is equal to about 9,300 square miles (or about 1/3 the area of the Province of New Brunswick.) The gross ratio of Indians to reserve lands is not great and varies from about 7 acres per Indian in the Maritimes to slightly more than 60 acres per Indian in Alberta. These represent gross figures, which would be reduced materially if the "Moose Pasture" in many Indian lands was discounted. Included in this are lands that are rocky, poorly drained, shallow soil profiles, etc.

I think it should be assumed also that the nature of the Indian demographic pattern will change in the years to come. We must assume that longevity will increase from the present 40 years towards "three score and ten" and that we shall see a decrease in the mortality rate among Indian children under 10.

Should these come to pass, the ratio of Indian people to useable reserve lands and resources will shrink further. This being the case, alternatives to Resource Development must be planned.

II Employment and Relocation

The purpose of this program is to enable those Indians, who so choose, to procure employment in fields other than the traditional areas of endeavour. Some of the tasks to be completed as early as possible are:-

(a) Employment

- to determine job opportunities that are available near reserves
- to determine the training requirements necessary to fit Indian people to such jobs and to arrange for such training
- to develop local and area employment measures including:-

employment committees
occupational counselling and placement

- to provide requisite financial assistance

(b) Relocation

- to develop adequate counselling and orientation services
- to assess non-Indian communities in terms of employment, housing and other basic services necessary to establish Indians
- to determine the need for public relation measures, in order to engender a more receptive atmosphere for Indians in such communities
- to solicit support from various organizations in communities to aid in establishing Indians

III Small Business and Industrial Development

To provide financial and technical aid to Indian people and communities in the development of enterprises on or near Reserves

- to acquire data about entrepreneurial potential at or near reserves
- to acquire data on the labour force available in Indian communities
- to stimulate interest in investment
- to assist Indian businesses to promote their products
- to assist Indians in increasing the production of their crafts.

As I said earlier in this paper, our programming will be weak if we do not devote time and thought to the development of a sound organization to carry out this task. With this in mind I suggest the following division of labour:-

The Role of the Region in the Economic Development Program

1. To ensure real and continuing participation by Indians in economic programming
2. To undertake the planning, co-ordination and the implementation of

- the various facets of the program for the region, and to set priorities for the implementation of the program
3. To assess the results of such programming
 4. On the basis of such assessment, to make recommendations for modification of program and policies
 5. To marshall government and other forces to effect joing and concerted action in aiding Indians.

The Role of the Resources and Industrial Development Division

1. To recommend broad national objectives for programming for economic development by Indians.
2. To review and assess programming and to recommend improvements thereto
3. To review regional budget proposals and to recommend priorities for implementation.
4. To establish an adequate program-reporting process by which judgements can be made as to the effectiveness of the economic development program from region to region.
5. To marshall data relating to Indian economic development
6. To organize and arrange for special studies in the fields of land use, market potential, benefit-costs, etc.
7. To co-ordinate the planning and implementation of the economic development program

I hope Ladies and Gentlemen that these remarks will be of use for further discussion during this Conference on the question of economic development.

ECONOMIC DEVELOPMENT - R.G. Young

Mr. Young's talk was followed by a period of question from the floor.

Q. - Has any thought been given to involving local business organizations in this programme?

A. - Yes. Where they have been contacted there has been found to be a good interest. This should be explored further.

Q. - This appears to be a national programme. Would it not be better to gear it to the Provincial situation?

A. - Yes. The national programme must be flexible so that the Regional Director can exercise his judgment in its application with the Region.

Q. - Who will carry out the surveys and prepare the numerous reports mentioned in the programme?

A. - As the Regional problems are understood, the need for additional staff - where necessary - will be pressed. In the main, such studies should be organized and initiated by the Regional Administrations. It is realized that this puts a burden on an already heavily-loaded staff and it would help if we could be informed of the money and staff requirements that the Regions feel would be necessary to do this work. Obviously we cannot expect to do it solely with Indian Affairs Branch staff.

Q. - Are you aware of surveys already done?

A. - Yes.

INDUSTRIAL AND BUSINESS DEVELOPMENT OF INDIAN COMMUNITIES (RESERVES)

Object

The purpose of the proposed industrial and business development program is to stimulate investment of private capital on and near Indian reserves thereby increasing employment opportunities, and to provide financial and professional support for Indian enterprises having reasonable economic prospects.

There are 10 basic components of the industrial and business program.

1. The provision of business counselling and project management services for all types of commercial enterprises initiated by Indians on and near Reserves. Some of these personnel will be temporary, under contract with the Branch and others will be permanent staff subject to transfer as Indians become managers and owners. These men would provide bookkeeping systems, financial plans, industrial engineering, legal, personnel, sales development, costing, advertising, public relations, real estate, purchasing, design and product improvement services

2. Expansion for the provision of business and industrial services through consultants will be an immediate need. Their functions would include feasibility studies, industrial surveys, business and industrial project planning, etc.

3. Financing and Credit

Grants to Indian business organizations of all kinds are planned for the development stages of the enterprises. Broadening and extension of the terms of reference of the Revolving Loan Fund are now actively under consideration. Negotiations with regular lending institutions will be a constant process as Indian businesses develop credit standing.

4. Financial Incentives to Non-Indian Businesses

We are proposing grants to non-Indian enterprises locating on and near reserves to supplement grants from the Area Development Agency where they apply, and independently where they do not.

5. Trade Training

Trade training for skill improvement of Indians to be employed in non-Indian businesses will be a component of the incentive program. The Placement and Relocation Section will be responsible for the implementation of this part of the program.

6. Industrial and business development staff in regional offices will be responsible directly for travelling to Canadian and American industries and businesses to present the advantages of locating on Indian reserves.

7. Publications

Funds and technical assistance will be provided for the publishing of

promotional pamphlets and statistical data, photographs and films to stimulate the interest of the business community in the Indian reserves.

8. Craft Industries

Indian craft industries at present provide revenues of about \$700,000 annually to Indians. The objective is to expand the Indian craft industries program and thereby increase revenues, exploit wage opportunities and foster Indian-owned enterprises, by encouraging the craft skills of the Indian people and aiming their products at consumer and collector markets in Canada and abroad. This will require assistance to Indian business groups in production, distribution and marketing of their crafts.

9. Personnel

In addition to new financial, business administration, marketing, promotion, industrial engineering, and publication specialists being considered for Headquarters' staff, industrial and business development officers for the regions are provided for as well as an extensive staff of business councillors and project managers for Agencies and projects.

10. Funds are being proposed for the construction of industrial and commercial buildings on and near selected reserves for the initiation of industrial and commercial parks.

Conclusions

1. There is a tendency for the great majority of the Indian people to live on their reserves rather than face the complications of moving into urban centres. It is recognized that if Indians are employed on or near their home reserve, good work habits will more readily develop, home problems will tend to decrease, and benefits of an economic nature will be substantially supplemented by social benefits.

2. The present economic position of the Indians shows the need of a greatly expanded economic development program of a new type. To accomplish this it is necessary to use methods of stimulating development used variously and successfully in Canada and in other countries. The participation of government in this development will help Indians to overcome the most difficult problems arising from lack of risk capital for small business and lack of training in management skills and other specialized knowledge required to operate a business.

BUSINESS AND INDUSTRIAL DEVELOPMENT - R. Nablo and V. Vokes
(Written papers supplies by speakers)

Mr. Nablo emphasized that the booklet entitled, "Industrial and Business Development Program Proposals - Industries Section" was to be regarded as "Confidential". It has not yet been submitted to higher authority for approval. Regional Directors were asked to send to Branch Headquarters their criticisms of the Proposals in four to six weeks.

At the request of the speakers, Mr. L. Jampolsky (Chief, Vocational Training and Guidance) told the conference of the Provincial Vocational Training programme. Discussion ensued on the merits of "on-the-job" and "on-reserve" training.

Mr. Vokes introduced Miss Gooden who spoke briefly about the handicrafts promotion projects.

THE FUR PROGRAM

The fur program consists of two separate functions - Fur Conservation and Development, and Trapper Assistance.

Although the two functions are directly related they can be administered separately, and for purposes of clarity will be dealt with separately in this paper. Before outlining the proposed program, it seems appropriate to review the assumptions on which the program is based.

Indians have traditionally approached hunting and trapping as a way of life, rather than an economic endeavour. Many refer to the fall hunt or spring hunt but seldom talk of trapping as a separate occupation. Their primary purpose was to secure country food, hides and other materials required for primitive living; the capture of fur bearing animals was incidental to the main endeavour. Where big game was not available, fur bearers become more important, particularly beaver, but primarily for their importance as a food item.

Indians traditionally gathered at trading posts or settlements during the summer months to socialize and trade, but the dispersal to winter hunting areas followed a fairly regular pattern. The family travelled as a unit, with each member assigned and aware of their individual tasks and responsibility to the group.

Many changes have occurred over the past few years in the economic and social life of the Indian people, who depend on the natural resources of fur, fish and game for a livelihood. These changes result from the establishment of comfortable housing, churches, stores, schools and a new social life in the settlements. The availability of welfare assistance, family allowances, community employment programs, periodic work opportunities and medical services have affected their social lives.

The advent of academic education for Indian children and the need to provide for their care and maintenance in the settlement during the winter has contributed to the breakup of the family as an efficient hunting unit.

The men are reluctant to spend long periods on the trapline away from their families and the social life of the settlement. They must now perform all the tasks previously undertaken by other members of the family such as preparing pelts, cutting firewood, cooking, hunting small game and fishing for dog feed. Much of this work was done early in the fall prior to hunting and trapping operations, but now must be done during trapping periods because the men no longer leave the settlements early in the fall. This contributes to an inefficient trapping operation, with many, more distant areas going unharvested, while areas close to settlements are over-exploited for fur and game. The expanding populations in each settlement have increased the demand on local game resources to the point where they can no longer provide the meat requirements in many areas.

The depressed price of fur, the increasing costs of goods and services and the inefficient trapping operations have combined to make trappers a poor credit risk. The use of airplanes in travelling to and from traplines has become prevalent, but is a luxury which most trappers cannot afford. Many Indian trappers are economically obligated to local traders from whom they obtain credit during the off-season. They feel obligated to sell their fur to these traders even though they receive only a portion of its real worth. Many Indians are chronically short of cash and must sell their fur to the local traders for immediate returns, even though eventual returns from outside markets may be substantially higher. The economics of trapping under these circumstances do not provide the incentive or initiative for improvement.

Many Indians do not practise good trapline or fur management, do not provide good fur records, and are prone to ignore requests for information regarding habitat and conditions of fur species on their traplines. In many cases they do not understand or appreciate the need and purpose of the information being requested. Conditions and circumstances vary from region to region and within region, however, if the foregoing assumptions are acceptable, then some of the problems besetting fur managers can be better understood. The assumptions must then be considered when seeking solutions to management problems.

It is also necessary to proceed on the assumption that there are fur resources to be harvested, that they can provide adequate returns for an investment of capital and labour, and, that under proper management, production and revenue can be improved to the extent that they will contribute a significant income to the Indian trappers. The future in harvesting Canada's fur resources lies in their capability to provide adequate incomes for fewer people. It would be a useless exercise to encourage and promote improved fur management and development if the returns from trapping are to be divided among a growing number of people each year.

The following are submitted as objectives of the Fur Program:

- (a) Stabilizing the number of participants consistent with the productive and income potential of traplines.
- (b) Establishing trapping units based on their capability to provide adequate incomes to trappers.
- (c) Training and education to permit trappers to take full responsibility for management of their areas.
- (d) Provision of financial assistance, on a repayable basis, consistent with the trappers needs for supplies, equipment, accommodations and fur marketing.
- (e) Promotion of the use of Canadian wild fur to encourage a stable fur market.
- (f) Encourage and promote other programs to provide alternate employment opportunities for those persons who cannot earn a living from trapping.

It is considered essential to success to undertake the Fur Program on a community by community basis with the full participation and involvement of the members of each community.

An outline of the Fur Program is appended.

THE FUR PROGRAM

Federal-Provincial Relations

Sound working relations with the provincial agencies responsible for fur management are essential to the success of the program. Where formal agreements are in effect, it is assumed that sound working relations now exist. Where this is not the case and where agreements do not exist renewed efforts should be made to involve the provincial administration in the program. Where necessary, informal arrangements should be developed for projects, surveys, management, trapper education, and wherever possible encouragement for sharing the costs.

To ensure the success of the program, however, the Branch may under certain circumstances assume the full cost of any segment of the program, provided that prior provincial approval is obtained in matters involving provincial prerogatives, crown land, etc.

Surveys, Studies and Investigations

Initiate, arrange or conduct surveys to determine fur resource potential and requirements for management or further development to enhance production capabilities.

Initiate, arrange or studies to determine revenue producing capabilities, markets, utilization efficiency and the number of trappers a given area can support.

Initiate, arrange or conduct studies to determine Indian attitudes, aspirations and needs as related to fur management, harvesting, marketing, training, instruction and/or supervision.

Investigation of problem areas and determination of remedial action required.

Development and Special Projects

On the basis of data obtained from surveys or studies to initiate or undertake the necessary development work required to bring each community area into full production consistent with its capability. This may entail one or more of the following:

- Drafting a trapping plan for the community detailing the season's trapping operations including individuals involved, trapline areas to be harvested transportation and supply procedures, volume of production, grubstakes, equipment needs and marketing arrangement.
- Reorganization of traplines, acquisition or amalgamation of traplines to provide for economic units.

- Provisions for trails to trapping districts and arrangements for community operated transportation for trappers, trapper groups, or game and fur to the settlements.
- Habitat improvement; construction of dams, dykes or provision for re-stocking or rehabilitation of fur species which may be depleted.
- Provision for assistance to trappers in constructing suitable trapping camps to encourage them to remain on the trapline.

Education and Training

To achieve maximum, efficient fur management and an adequate economic return to trappers, they and the community at large must understand the program and the reasons for its operation. A trapper education program is essential and should provide instruction and training in fur management, inventories, census, manipulation of habitat, the inter-relation between fur species, importance of balanced harvests and the reasons for these procedures.

The program must also include the economic aspects of trapping including the importance of adequate pre-season planning and preparation, pelt preparation, importance of pelt primeness, how to obtain maximum income through marketing, use of modern traps and trapping techniques, trapline mechanization and its adaption to their needs, financing and fiscal planning.

Indians should be encouraged to participate in trapper's organizations, or if necessary, work towards their establishment and recognition as a vocational association. They should be encouraged to attend conferences or conventions and to visit fur auction sales to become better acquainted with the fur trade and its operations.

Fur Promotion

It is essential to promote the use of "Canadian Wild Fur". While the various trade organizations do some promotion, the competition in the fur industry makes it impractical for the fur garment manufactures to provide the type of promotion required for wild fur. The Canada Mink Breeders Association and others have recognized this and have developed very strong promotional programs. To be successful and maintain a strong demand for wild fur, the primary producers (trapper organizations) and provincial and federal agencies concerned must step up their promotional work. The national or foreign promotion of "Canadian Wild Fur" will normally be handled by Headquarters, but provincial or local promotion will be the responsibility of the region.

Strong local producer organizations as well as provincial associations can do much to foster promotion. Encouragement to local fur garment dealers to display and exhibit well made garments of high quality "Canadian Wild Fur" can do much to impose wild fur on the minds of the consumer.

Assistance and encouragement to trapper organizations, Service Clubs or others to stage fur fashion shows can accomplish much. Where necessary, financial contributions for major events of a provincial or local nature can be provided for in Regional Estimates. The latter will, however, require prior approval.

Trapper Assistance Programs

This part of the program is essential to ensure that trappers obtain adequate financial assistance to reach and remain on their traplines, and to enable them to conduct efficient trapping operations during the period when furs are prime. This assistance will normally be on a repayable basis, thus it is essential to ensure that maximum returns are obtained from the fur produced. Items to be considered are: grubstakes, supplies, trapping equipment, camp equipment, and where feasible, mechanical equipment for the trapline (snow toboggans).

Advances on fur shipped to auction sales, where returns are higher but may be delayed, is considered an essential part of this program.

As returns from trapping improve, and the reorganization becomes effective, it seems essential that funds become available in the community for advances to trappers. Various sources may be considered, such as credit unions, banks, fur marketing co-operatives or the fur auction companies operating through local representatives. Regardless of how a community chooses to operate, it would be desirable to withdraw direct advances to trappers and place the responsibility on the community concerned.

To be successful this program requires the full co-operation, involvement and participation of trappers in each community.

FORESTRY

The development of the forest resources has played an important part in the economy of most Indian bands. The tremendous expansion of the forest industry and the anticipated demands for forest products coupled with the increasing shortage of trained personnel indicates that this industry will provide unlimited opportunities for Indian participation, not only in the development of this resource on reserves but in employment within the industry itself.

The provision of trained forestry personnel on Indian Affairs Branch staff will facilitate the inception of a five year plan to complete the inventory of the forest resources, provide management plans and develop this resource to full capacity. This includes protection against fire, insect and disease and complete reforestation of burned over areas and cutover areas, where necessary.

The full development of the forest resources on Indian reserves will not, however, provide economic independence to a band, especially so when the projected population is taken into account. Two alternatives are suggested: acquisition of timber lands outside reserves (provincial crown) or employment with the industry.

Most provincial crown timber is under license to large pulp and lumber companies. Very little or no provincial timber is available for Indian operations. The companies are reluctant to make any limits available and prefer Indians to accept employment in company operations. Severe cutting restrictions preclude any significant use of National Parks for operations.

The Branch has obtained from National Defence approximately 100 square miles of timber in the Chilcotin area of British Columbia and this year will be initiating a comprehensive program to train Indians in all the skills associated with modern techniques of mechanized forestry operations. The aim is to place graduates of this Chilcotin Forest Training School, as it is called, in gainfull employment with the industry.

In recent weeks there have been two proposals put forth by industry in Ontario for similar training programs which would involve Branch assistance in selection, relocation, etc.

The National Forestry Conference, held recently predicted that the demand for Canadian forest products by 2000 A.D. - 34 YEARS FROM NOW - would be 5 TIMES present demand. Granted, increased mechanization of operations will call for less personnel per unit produced, it WILL insist upon highly skilled and trained men. The present shortage of labour for forestry operations will become more acute thus presenting an opportunity for Indians to fully participate in one of the most important industries in Canada.

Emphasis should therefore be placed on the training of Indians in mechanized forestry operations through established training programs, cooperation with industry and, in keeping with the theme of the Hawthorn Report, by assisting bands to convert reserve operations to mechanization.

The achievement of such an aim depends on several factors better expressed as questions:

1. Are the Indians interested in such training and employment?
2. How many?
3. What are the needs of industry within each region?
4. What training facilities are available?
5. How much timber, outside reserves, is available for Indian operations?
6. Will adequate assistance be provided for relocation of families where required?

MINERALS DEVELOPMENT

Purpose

The purpose of mineral resources activity is to develop all mineral substances which occur in Indian reserves, including oil, gas, sand and gravel, for the benefit of the Indians and Indian bands and with as full participation of the Indians in the planning and execution of programs as circumstances permit.

Types of Mineral Developments

There are three main types of mineral developments on Indian lands: (a) oil and gas; (b) mining; (c) quarries and pits.

Oil and Gas

Oil and gas are developed entirely through leasing to non-Indians under the Indian Oil and Gas Regulations. Development of oil and gas requires a high degree of professional and technical skills, large amounts of capital at great risk. This type of development provides little opportunity for either Indian employment or Band participation in the development. Revenues for the past year are estimated at over \$4,000,000 from royalties, cash bonuses and rentals. This is the largest source of revenue from resource development for Indian Bands. Most is derived from Alberta, with small amounts from Saskatchewan, Manitoba, B.C. and Ontario. There are 125 producing oil and gas wells in Alberta alone, on 10 different reserves.

Mining

Mining development may be carried out under the Indian Mining Regulations, and like oil and gas development, through leasing to non-Indians, owing to the professional skills and capital needed, and the attendant high risks. There is great potential for mining development on reserves in Ontario and British Columbia, less potential in Manitoba, Saskatchewan, Quebec and the Maritimes. There is virtually no mining exploration or development on Indian lands at present.

Quarries and Pits

Quarry minerals and sand and gravel are produced in most regions. As these minerals are relatively easily assessed and there is little risk involved in development, agreements for development are usually negotiated with Band Councils with technical advice from Mineral Resources staff. There is frequently opportunity for Indian employment and occasionally Band-managed operations. Revenues to Band funds amounts to about \$250,000 per year from this source.

Federal-Provincial Agreements

Mining development on Indian reserves, has been impeded by lack of good working agreement with some of the provinces. Indian entitlement to

minerals on a reserve varies from province to province, and often from reserve to reserve. In Alberta, Saskatchewan and Manitoba, Indian Bands have full entitlement to minerals on the reserves set aside under treaties. In Nova Scotia and New Brunswick special agreements were concluded providing for Indians to receive full benefit from mineral developments. In Ontario a new agreement is being reached under which the Province will relinquish its former share in mineral revenues and mineral developments on Indian lands will qualify for some relief from provincial taxation. The agreement with British Columbia entered into in 1943 places administration of minerals with the Province, and has discouraged any mineral development in this mineral rich Province on Indian lands. Discussions are proceeding for a revision. In Quebec, there is no agreement and no development.

It is anticipated that when new agreements are concluded with Ontario and British Columbia, mining development will rapidly increase.

Mineral Resources Section - Functions & Organization

Most sections of the Resources and Industrial Division have staff and advisory functions. In contrast, the Mineral Resources Section has a management function. Programs are not carried out under regional direction but under direction of the Section. Headquarters personnel, working out of Calgary under the Supervisor of Minerals, are responsible for western Canada and the unit in Ottawa under the Head, Mineral Resources Section covers eastern Canada. Mineral resources activities are largely unrelated to other resource development activities.

Relation of Management Costs to Revenues

The Mineral Resources Section has a low spending budget, but generates a large revenue. It is estimated that total management cost both direct and indirect, amounts to only 2% of the revenues. Trust companies charge 5% to 15% for performing similar functions.

In order to provide an adequate management service and also provide more advisory and supervisory services for programs in which Indians participate, it is estimated that management costs should amount to 4% of revenues for oil and gas, and 10% of revenues for mining. A long range program is now in preparation which provides for greatly increased staff to handle present and future needs.

Mineral Potential

A broad evaluation of the mineral resources on Indian reserves indicates that annual revenues should double from the present average of \$3,000,000 and that total ultimate revenue should approach \$400,000,000. The following table details this evaluation in terms of geological region and type of mineral:

<u>Region</u>	<u>Mineral Type in Order of Importance</u>	<u>Revenue in Millions of Dollars</u>
Interior Plains (Alberta, Saskatchewan, Manitoba, and British Columbia)	Oil and Gas Industrial Minerals	320
Precambrian Shield (Ontario, Quebec, Manitoba)	Metals	50
Cordilleran (British Columbia)	Metals	15
St. Lawrence Lowlands	Oil and Gas Industrial Minerals	1
Appalachian (Maritime Provinces)	Metals and Industrial Minerals	1
Total for Canada		<u>387</u>

This evaluation indicates that the major sources of revenues to Indian Bands will continue to be oil and gas, largely from Alberta and Saskatchewan. The Precambrian Shield area, largely in Ontario takes second place and the Cordilleran area of British Columbia third.

Present Activity

The Province of Alberta is the area of the greatest mineral development. In addition to conventional oil and gas production, heavy oil has been discovered on a reserve of the Cold Lake Band which has prospect for large scale production in the future. Several reserves in northeastern Alberta have bituminous sands underlying them which also have prospects for future production.

During the past year two Band Councils in Ontario took an active part in prolonged negotiations with companies interested in developing mining and quarrying prospects which will bring considerable employment and revenue benefits to the Bands.

In Saskatchewan and Manitoba, oil companies are taking up rights to Indian reserves which have received no attention for many years. Interest is also being expressed in the potash prospects under some of the Saskatchewan reserves.

Conclusions

1. It is expected that oil and gas development will continue and that annual revenues will average well above the present \$4,000,000. Band Councils are taking an increasing interest in this development and Mineral Resources field staff meet frequently with them. Council members are now attending oil and gas rights sales in Calgary to become familiar with

management procedures. It is expected, however, that Indian Affairs will continue to provide management services until such time as trusts may be established for mineral development.

2. As agreements are concluded with provinces, the development of mines and quarries will accelerate, with much more Indian participation in both management and operating services than in the oil and gas development. Mineral Resources Section will be required to provide supervision and advice.
3. Mineral Resources staff specialists are also qualified to advise and co-operate in providing training programs to prepare Indians for employment in the mining and petroleum industries. Both industries which carry out most operations in rural areas close to Indian reserves, suffer from a perennial shortage of labour. The Indians are capable of being trained to fill this need.

MIGRATORY BIRD ACT (Amendment) - H.R. Conn

Although not included in the pre-conference agenda, this subject was considered to be sufficiently important for discussion. Mr. Conn outlined the changes involved as they affect the Indian and posed three questions to which, he said, "the A.D.M. wants the answers." After some discussion, each region was asked to give them further thought and to write the Branch Headquarters in the near future.

The effect of the amendment to the Act is to place the same restrictions, licencing, etc. on the Indians as on the non-Indians. However, there is a year's grace granted the Indians before the regulations become effective.

The questions and the substance of the discussion are as follows:

- (1) Should Indian Affairs staff be involved in issuing permits to the Indians? This was replied to with an emphatic, "No!"
- (2) What is the best method of communicating the Act amendments to the Indians? After much discussion, it was decided that every possible means should be used, but the conference did not offer any panacea.
- (3) What will be the reaction of the Indians? It was felt that the reaction would be emotional, not logical.

GENERAL DISCUSSION ON
FORMULAE FOR FINANCIAL PARTICIPATION BY BANDS
IN PROVIDING CAPITAL IMPROVEMENTS ON RESERVES

The number of Bands with significant Band Funds is increasing yearly. In carrying out a reserve improvement program, should not Bands with funds of their own contribute toward their own improvements? Many Bands are doing this today but there is no set policy in this regard. With the Regional Directors here it was felt that some general guidelines should be established. We have no intention of attempting to interfere with Bands budgeting their own funds but they should be made aware of what is expected of them.

CLOSING SESSION

Several members commented on the value of the conference as an opportunity for exchanging ideas and information and a sounding board on new policies and programs. Presentations by the Policy and Planning Directorate, Personnel and Housing were identified as highlights. The main criticism referred to an over-crowded agenda and the limited time allotted for group discussion. There was a general consensus that the development conference should become an annual event and suggestions for future conferences included:

1. In addition to presentation of papers on Education and Planning, representatives from these Directorates should be invited to be present throughout the conference.
2. More time be allotted to small group discussions and also for a review of the findings by the larger group. It was recognized that this was not intended to be a decision-making exercise. However, because of time limits, discussions were frequently inconclusive.
3. Consideration be given to extending invitations to Indian Advisory Council representatives. Questions were raised on the advisability of adopting this suggestion at this particular stage of development.
4. Consideration be given to holding the conference outside of Ottawa.

Summation - J.W. Churchman

Mr. Churchman expressed satisfaction with the conference and mentioned there was always room for improvement and suggestions for the future were much appreciated. This was not intended as a decision-making exercise but through meeting together we had gained better understanding of problems and what should be done to solve some of them. Effective planning and policy making must relate to the grass roots, and headquarters looks to field staff for knowledge and understanding of the needs, aspirations and wishes of Indians.

Brief comments on conference proceedings included the following:

The Indian Affairs Branch is moving towards decentralization of personnel functions including staff recruitment, selection, orientation and training. The group was urged to take advantage of the probationary period as a means of assessing competence and potential, and planning the most effective deployment of staff.

In the next two or three months a clearer indication is anticipated of provincial positions on current negotiations on welfare. We will then be in a better position to decide a course of action in the welfare field.

The community development process should prove to be a tremendous help

in promoting Indian participation and leadership in the planning and the administration of projects on reserves. Caution should be exercised to ensure that the pendulum does not swing too far and Indians are placed in unrealistic leadership positions.

Co-ordination with other Directorates and divisions is essential. This is particularly significant as it relates to the massive physical development program recently approved which, if it is to achieve its purpose in better living standards, must be accompanied by rehabilitation, counselling and educational programs.

With reference to the economic development field the Minister is particularly concerned with the land use question, and a survey is to be completed within the next two years. Stress must be placed on employment and relocation as recommended in the Hawthorn study and much valuable assistance in this field is expected from the new Manpower Department. Field officers were reminded to submit their comments as soon as they have an opportunity to study the "Proposed Plan for Business and Industrial Development".

SCHEDULE F

CAPITAL AND OTHER COSTS

The capital and other costs referred to in paragraph (2) of Clause 4 of the within Agreement Respecting Welfare Programs for Indians shall consist of payments by _____ in respect of the following: