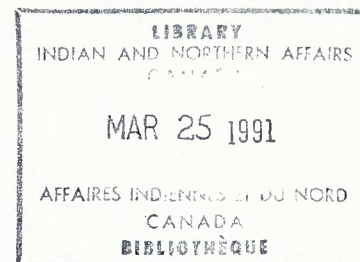


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**SITUATION REPORT
INDIAN & INUIT AFFAIRS
1982**

Prepared for: Policy Coordination and
Band Government Development
Directorate, Indian and
Northern Affairs Canada

By: D. Snedden Management Inc.

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SITUATION REPORT, 1982

1. INTRODUCTION

As part of the planning process in 1982, managers throughout the Department of Indian and Northern Affairs carefully assessed their operating environment and established their objectives for the next few years. This report is a synthesis of the assessments which were completed by regions and by headquarters units. It provides a summary of the situation faced by Indian people and by Departmental staff at that time. It outlines the main issues and constraints which influenced and informed the operational planning process in 1982. As such, it furnishes a useful framework for the reassessment of plans and priorities and for the conduct of program evaluations and audits.

The report is organized in eight main sections. Following this introduction, the first deals with the operating environment for the Indian and Inuit Affairs Program as a whole. The second section deals with broad program-related matters that are largely subject to Departmental control. Subsequent sections focus on each of the six main operating areas of the program and provide information on related aspects of the environment and describe the main achievements, challenges, constraints and issues for that operating area.

2. THE OPERATING ENVIRONMENT

2.1 Indian Demography

The 1980 report "INDIAN CONDITIONS: A SURVEY" provides a recent overview of the situation of the Indians in Canada. A summary of that report is attached as an appendix. In the short time since 1980, no particularly dramatic changes have taken place for Indians - either positive or negative - so this report cannot be the harbinger of great news. What it can do is confirm the state of events or the trends recorded in 1980 or signal those instances where trends seem to be changing or becoming more important. Subsequent sections of this report deal with those indicators which are specific to the main operating areas of the Department. This section is restricted to those aspects of demography which cut across and influence the entire Indian and Inuit Affairs Program.

The total registered Indian population grew to 332,178 in 1982; an increase of 2.6% over 1981. This rate of increase is comparable to rates in the early seventies. While the growth rate is decreasing, it is not decreasing towards the national norms as quickly as expected and is still approximately twice the growth rate of the Canadian population. This is perhaps due to a marked decrease in infant mortality recently noted, but not yet confirmed, by National Health and Welfare statisticians. There are significant differences in growth rate across Canada, with particularly high levels in the prairie provinces and the N.W.T. (see charts 1 and 2).

Both birth rates (chart 3) and death rates for children (chart 4) continue to approach national norms but are significantly higher - and the gap is closing more slowly. There are noticeable differences in these statistics across the country, with some regions much closer to national norms than others. Factors underlying these differences are largely speculative.

According to regional reports, migration is no longer a major factor affecting the on-reserve population. In 1966, approximately 70% of the Indian population lived on reserves, but this decreased steadily until about 1973, when it reached 63%. In 1982, the figure remains at 63%. Although there is still a considerable amount of movement back-and-forth, depending on the seasons and the availability of jobs, the net result is a relatively stable proportion of the Indian population living on reserves.

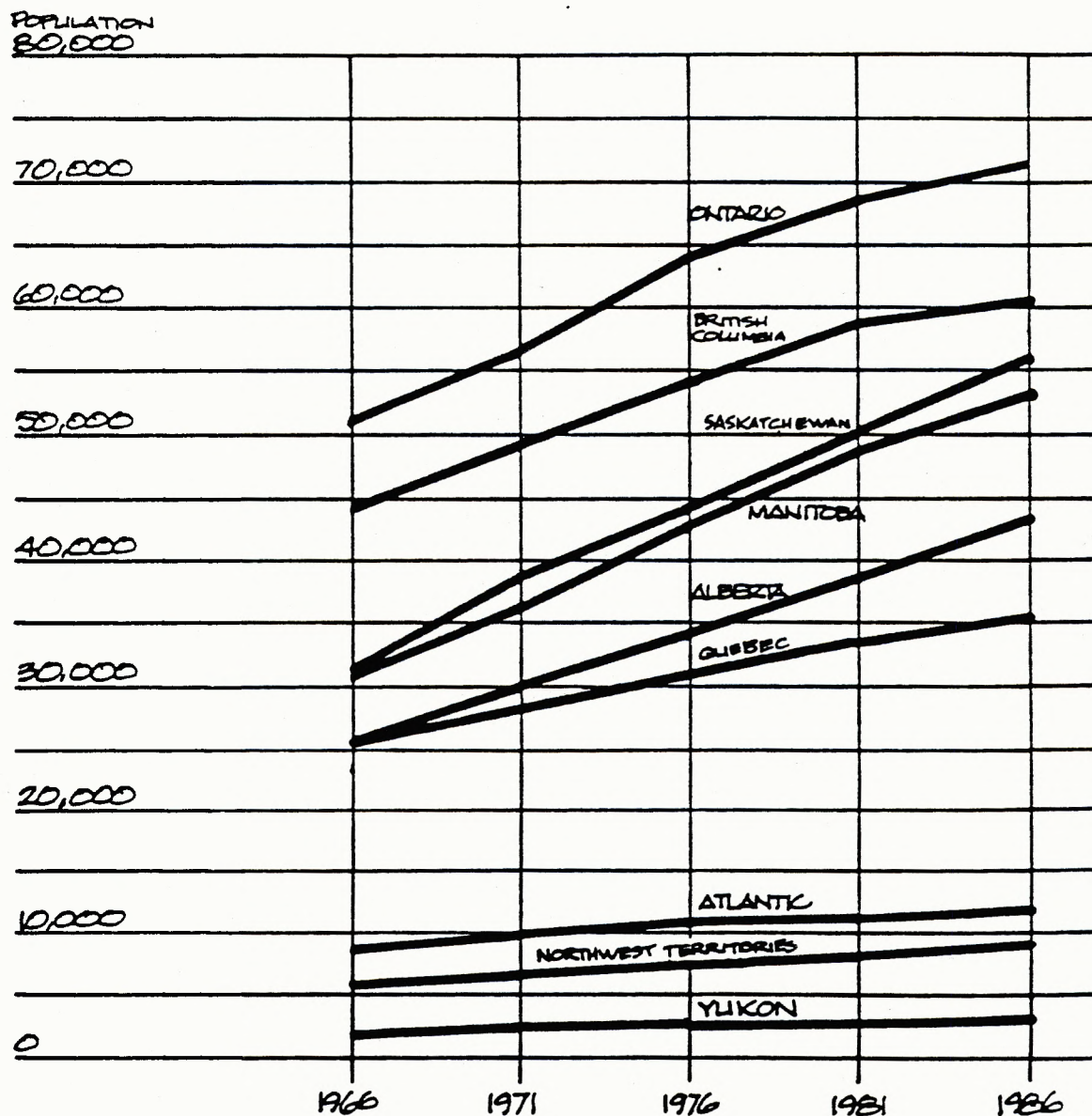
The most important fact of Indian demography is the very high proportion of young people (see chart 5). Fully 69% of the Indian population in 1982 were under 30 years of age. More than 36% were under 15 years old. This "baby boom" is now over - some 15 years after the similar phenomenon for Canada as a whole; but it has tremendous implications for Indian communities and for the Department. These young people are graduating from school and entering the work force (or the ranks of the unemployed). They are marrying and raising families. They require jobs, homes and services, none of which are available in sufficient quantity or quality for the existing adult population.

The Indian population is geographically dispersed. It is not clustered along the southern border like the rest of Canadian society. The fact that a high proportion of Indians live in remote communities and in rural areas makes the provision of jobs and services that much more difficult and expensive. Economic realities for many communities are dismal.

There are two local situations which are related to the above generalities, but which may have nation-wide interest. A rapid increase in the elderly population of the Indians in Quebec has been identified in a recent study. The region anticipates significant increases in demand for special services for this group. This may be the beginning of a general trend across the country. In parts of the prairies, especially Saskatchewan and Manitoba, Indians constitute about 5% of the total population, and their growth rate is more than double the provincial rate. Given the concentration of the non-Indian population in the urban centres, Indians are achieving significant voting power in the rural and remote ridings and should soon wield considerable political influence.

CHART 1

REGISTERED INDIAN POPULATION BY INAC REGIONS, 1966, 1971 AND 1976, AND PROJECTIONS FOR 1981 AND 1986*

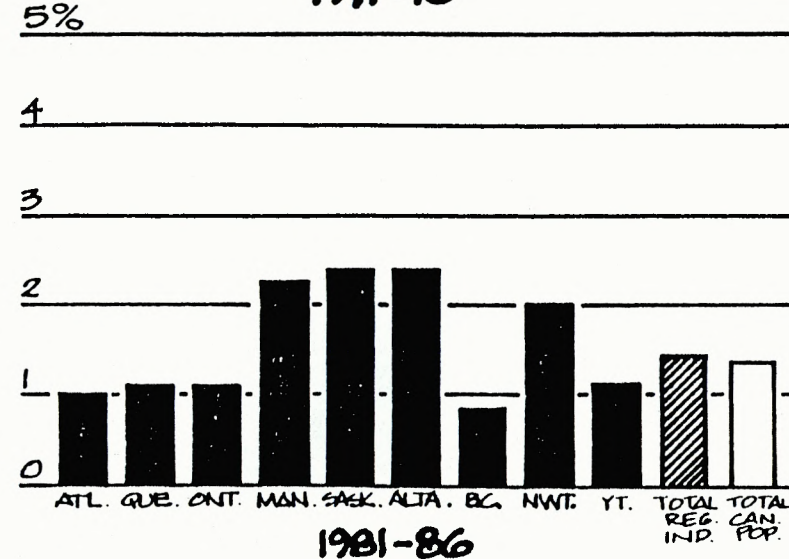
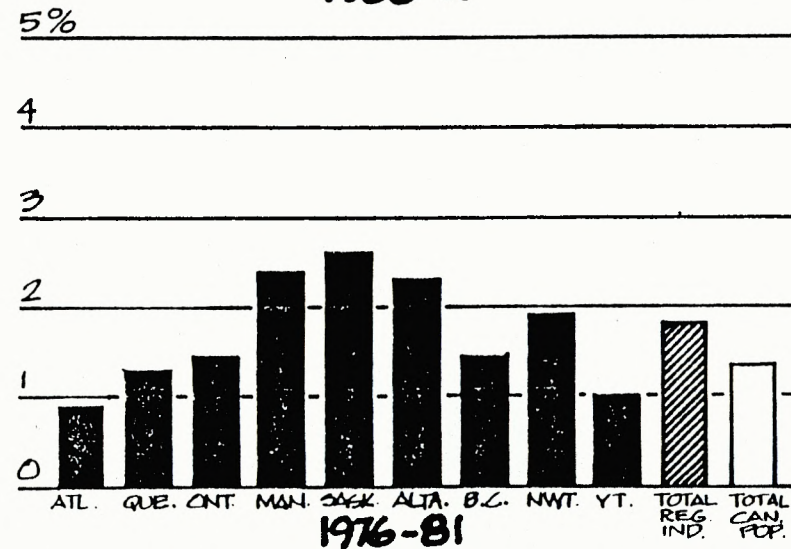
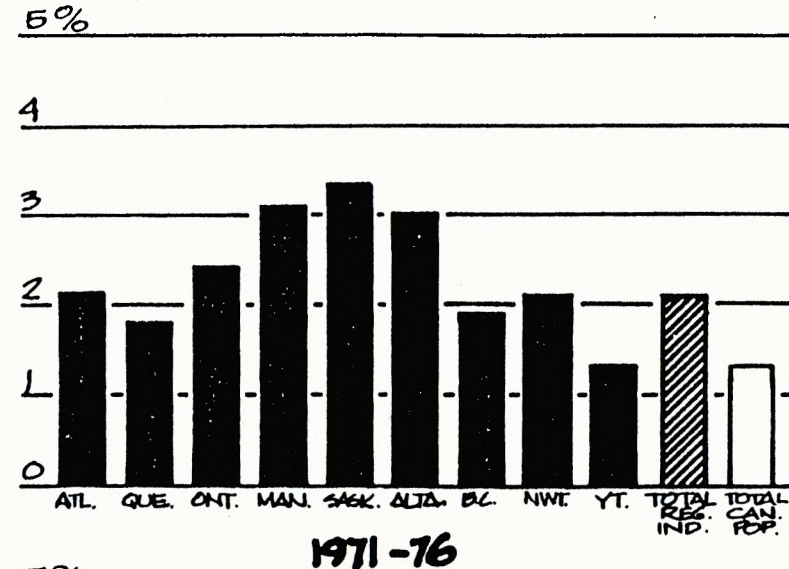
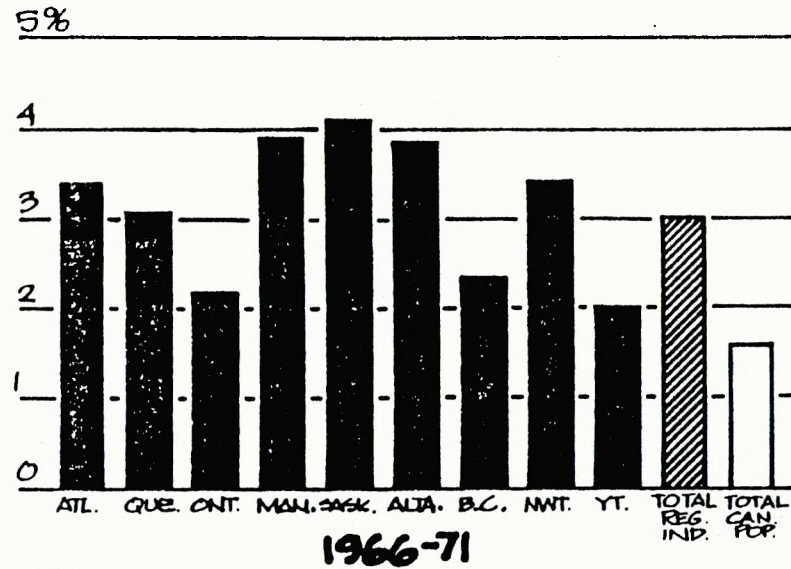


* SEE SECTIONS 9 AND 10 FOR ALL SOURCES AND FOOTNOTES
PREPARED BY RESEARCH SUPPORT SECTION, RESEARCH DIVISION, RESEARCH BRANCH,
INDIAN AND NORTHERN AFFAIRS CANADA, OTTAWA, 15.08.1982

AVERAGE ANNUAL GROWTH RATE (PER 100)

FOR INAC REGIONS, TOTAL REGISTERED INDIANS AND ALL CANADIANS, OVER QUINQUENNIAL PERIODS BETWEEN 1966-86*

CHART 2

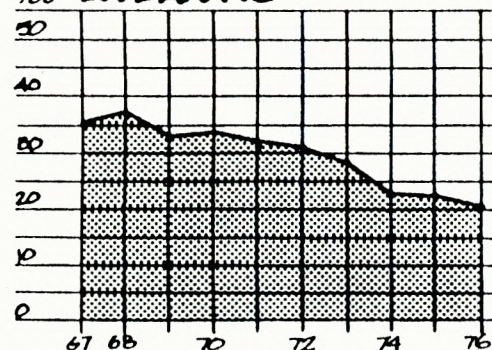


* SEE SECTIONS 9 AND 10 FOR ALL SOURCES AND FOOTNOTES
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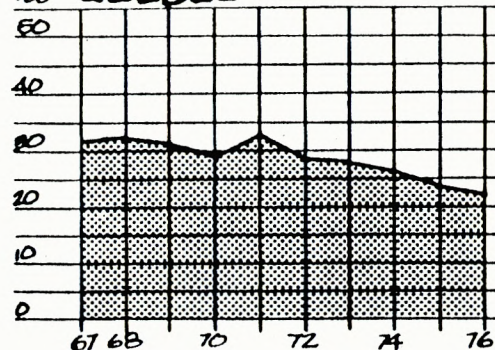
BIRTH RATES (PER 1,000) FOR REGISTERED INDIANS BY INAC REGIONS, 1967 TO 1976*

CHART 3

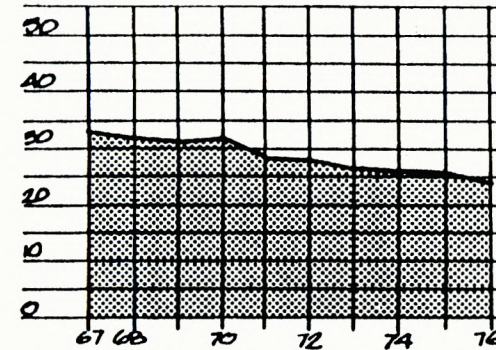
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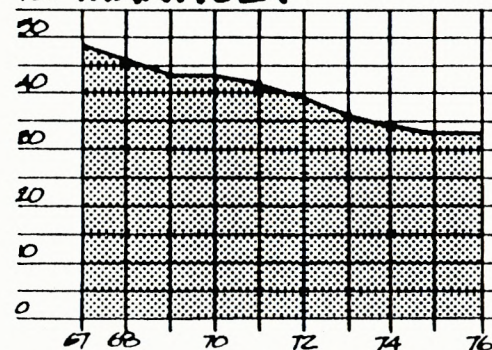
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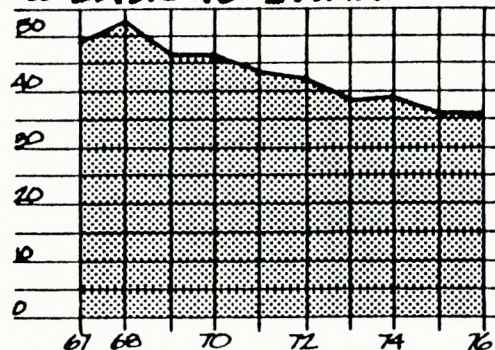
% ONTARIO



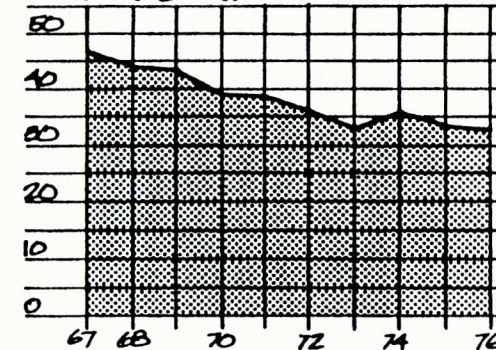
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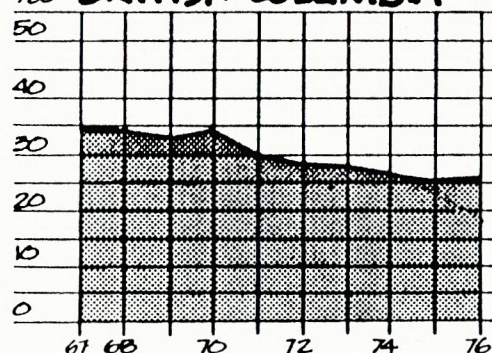
% SASKATCHEWAN



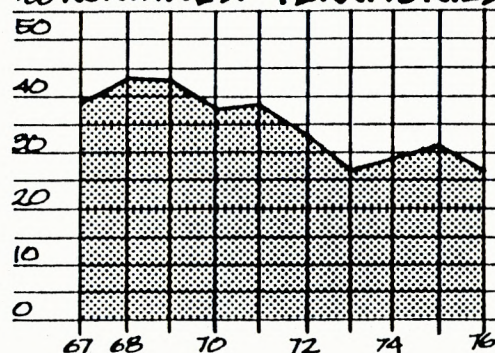
% ALBERTA



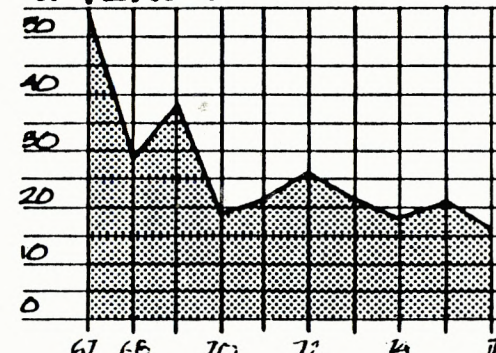
% BRITISH COLUMBIA



% NORTHWEST TERRITORIES



% YUKON



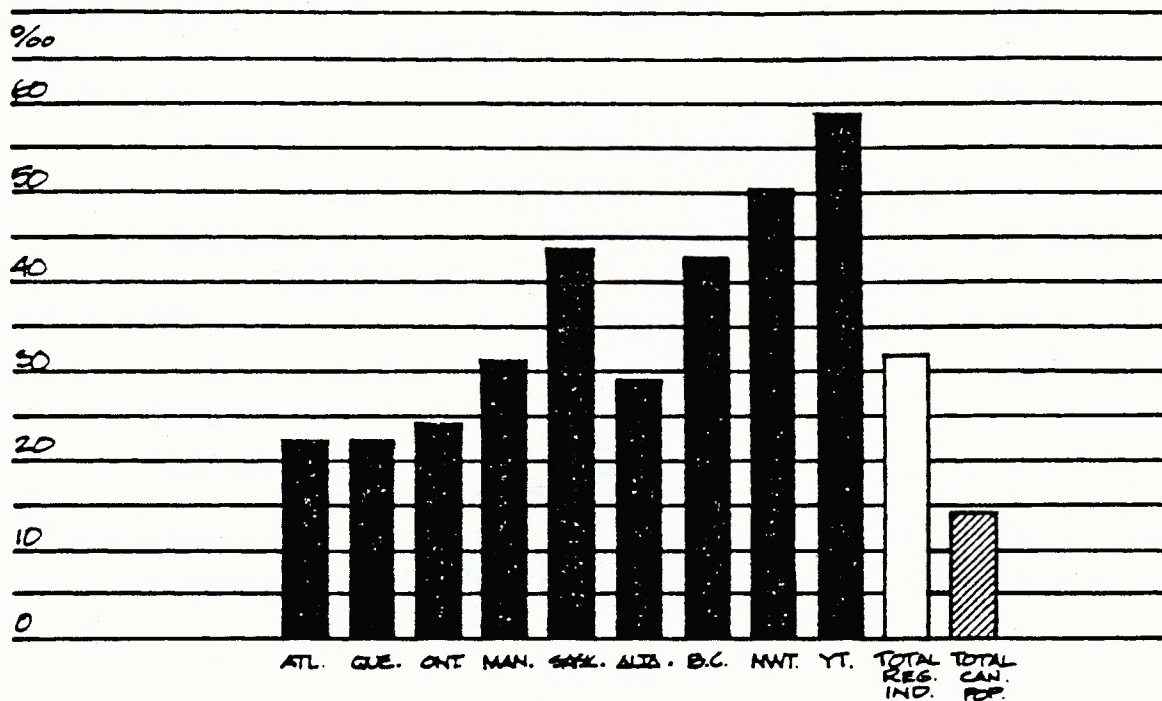
* SEE SECTIONS 9 AND 10 FOR ALL SOURCES AND FOOTNOTES
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INDIAN AND NORTHERN AFFAIRS CANADA, OTTAWA, 15-08-1982

DEATH RATES (PER 1,000)

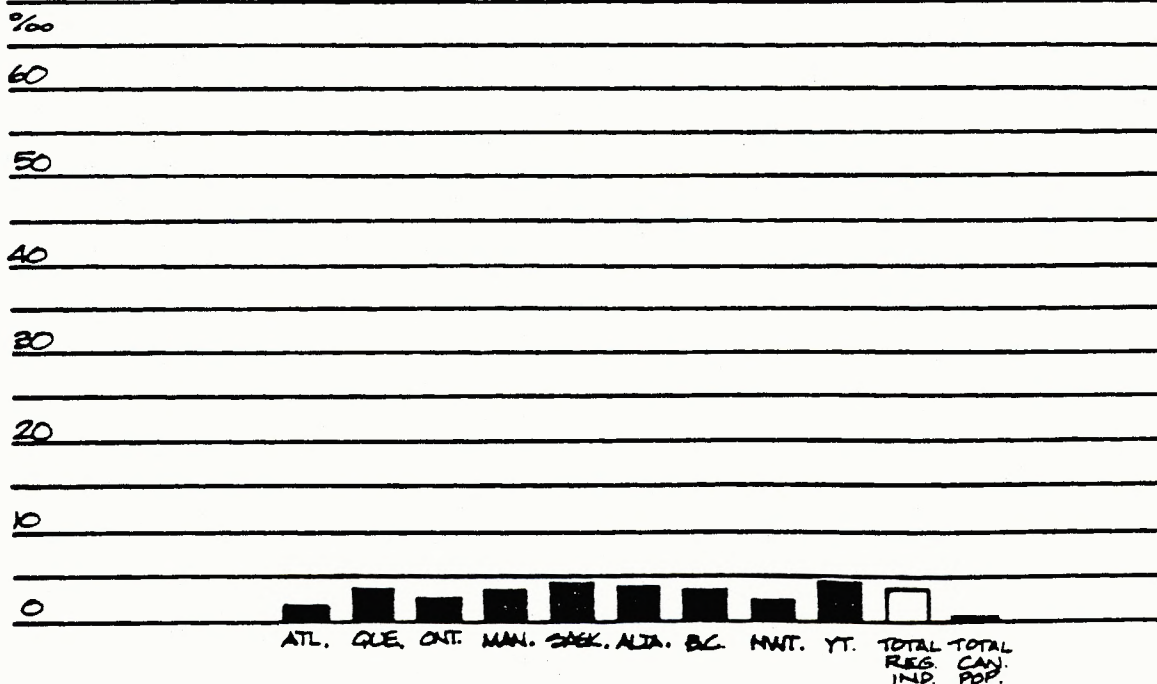
CHART 4

BY AGE GROUPS FOR INAC REGIONS, TOTAL REGISTERED INDIANS AND ALL CANADIANS, AVERAGED OVER 1973-77*

UNDER 1 YEAR



1-4 YEARS

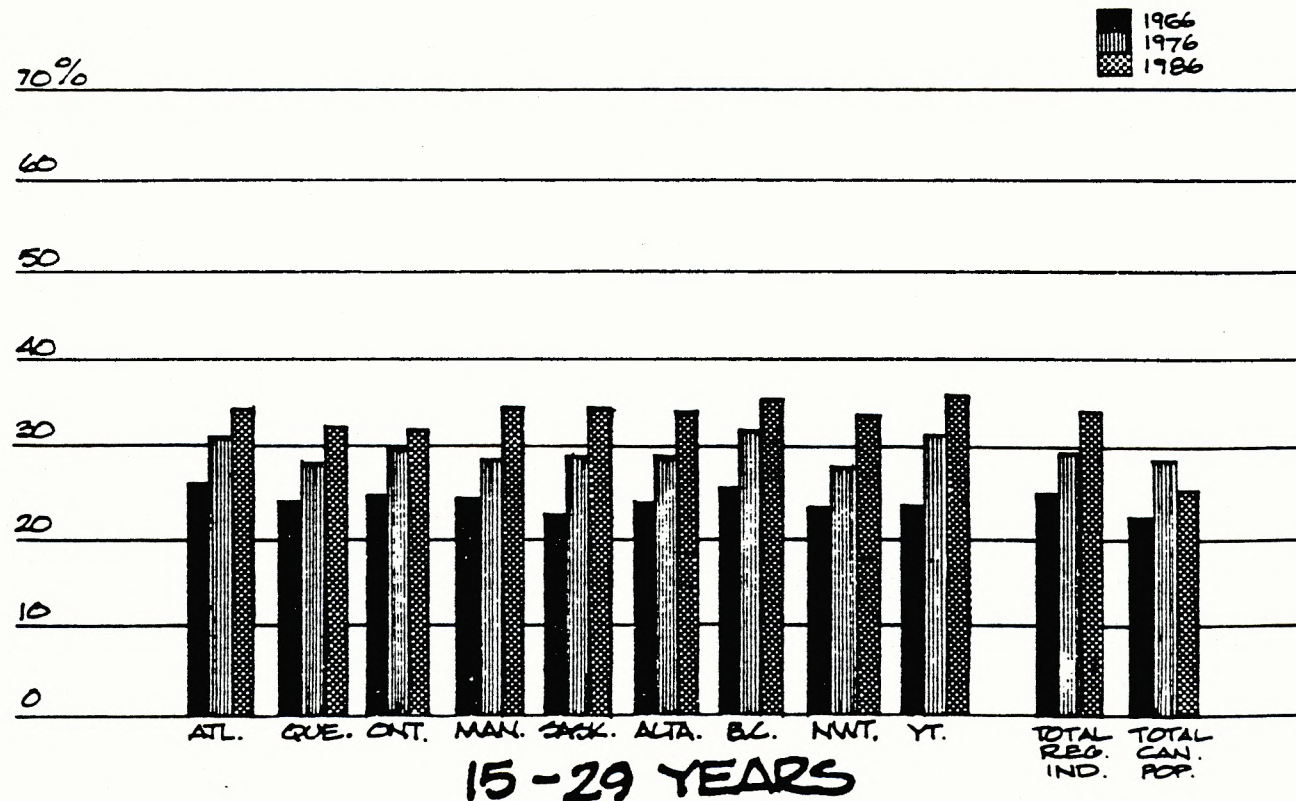
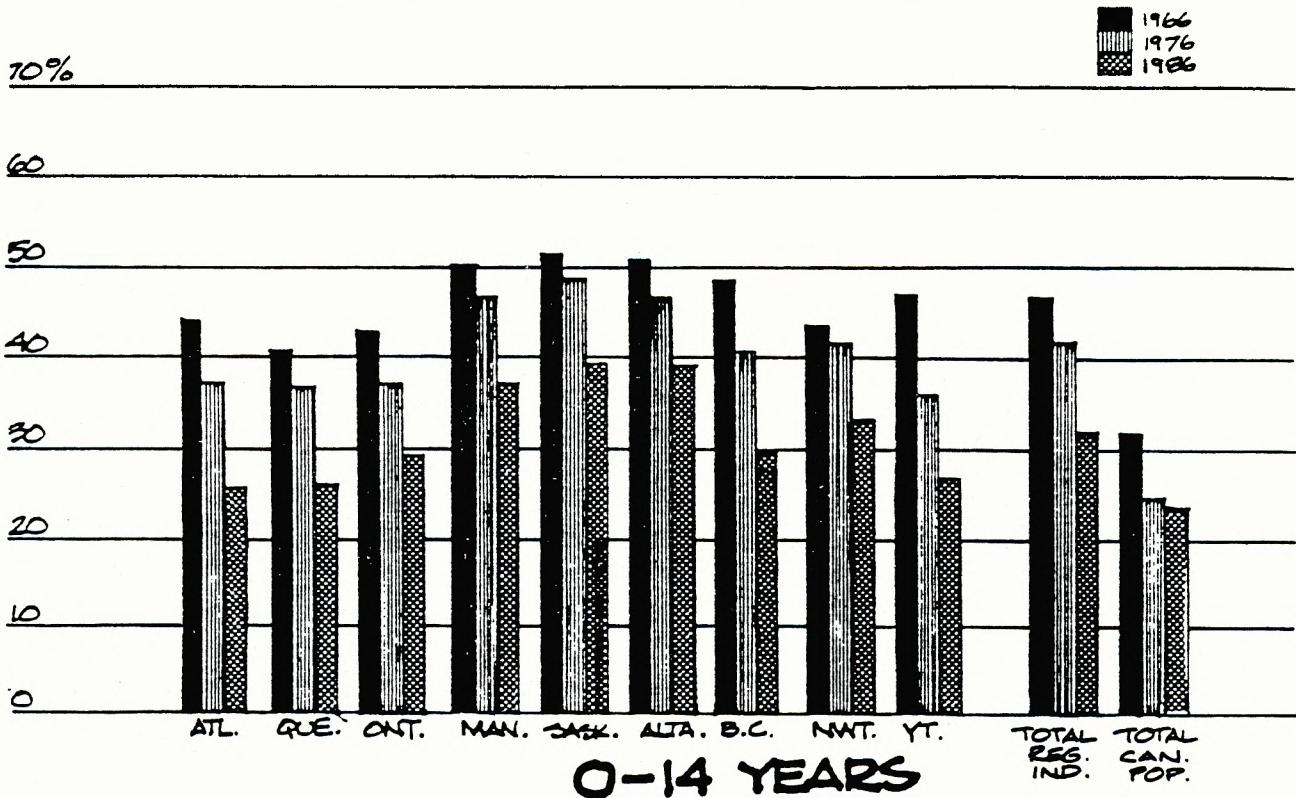


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 INDIAN AND NORTHERN AFFAIRS CANADA, OTTAWA, 15-05-1982

PERCENTAGE DISTRIBUTION OF REGISTERED INDIAN POPULATION

CHART 5

BY AGE GROUPS FOR INAC REGIONS, TOTAL REGISTERED INDIANS AND ALL CANADIANS, 1966, 1976, AND PROJECTIONS FOR 1986*



* SEE SECTIONS 9 AND 10 FOR ALL SOURCES AND FOOTNOTES
 PREPARED BY RESEARCH SUPPORT SECTION, RESEARCH DIVISION, RESEARCH BRANCH,
 INDIAN AND NORTHERN AFFAIRS CANADA, OTTAWA, 15.08.1982

2.2 Indian Objectives

Departmental officials are obliged to attempt to articulate the objectives and priorities of the Indian people and to weigh these in forming the department's own plans and priorities. This is a particularly difficult yet vital part of the planning process. It is difficult for a number of reasons: first, the relationship between the Bands and associations and the Department varies markedly from one part of the country to another and from year-to-year in the same place; second, the mechanisms for consultation are diverse and still developing; third, the situation, interests and attitudes of Indian people are not the same across Canada. Because of these factors, it is probably best to ensure that Indian objectives are taken into account primarily at the regional and district levels of planning. Not that they can be ignored at the national level, but it is more useful nationally to try to catalogue only those few characteristics and views of the Indian leadership that are demonstrable and widespread.

It is clear that Indian Leadership is not in short supply. The staff and the elected people who run the affairs of the Bands, Tribal Council, and Associations are dedicated, articulate and informed. Turn-over is being reduced and effectiveness therefore improved. There is experimentation with various forms of organization to achieve consensus and to influence public affairs. As goals and philosophy jell, the emotional radicalism of the seventies turns into a quiet but relentless and able determination.

The focus for this determination is Indian government and the use of the constitution as the vehicle to entrench it. Although there is no consensus on the precise form it should take, or on the precise process with which it should be achieved, there is general agreement among Indians that Indian governments can be formally re-established within Canada and that they can coexist and prosper with the other levels of government already in place.

The Indian government objective is tempered with the understanding that no government can exist without resources and that no society can survive without an economy. Economic development and employment are vital concerns. Here again, innovation and new development institutions and initiatives are the norm. They will be dealt with in more detail in Section 4 of this report.

2.3 Federal Government Priorities

The federal priorities that have the greatest direct impact on program operations are four in number: improvements in management practices and controls, Indian government, the settlement of native claims, and revenue sharing from resource development.

The Lambert Commission of 1979 (Royal Commission on Financial Management and Accountability) recommended a large number of important changes to improve management accountability and control in the public service. The great majority of recommendations from the Commission have been accepted and are being put into place by the federal government - and on a priority basis. The Management Improvement Project (MIP) is the manifestation that this priority

takes within the Department. It absorbs a great deal of management time, and considerable money in the short run (although it promises a medium-term financial pay-off). While MIP is necessary, worthwhile and inevitable, it does take managers' time and energy away from pressing Indian policy concerns. It is viewed with suspicion by some Indian leaders. More accountability and better management in government are worthwhile goals not only for the taxpayers and for the government itself, but for the clients of any department. It is unfortunate but true that this priority is often seen to be in conflict with the philosophy of local control and increased Band autonomy.

Indian government is a priority for the federal government. Whether it can be achieved through constitutional amendment or through direct legislation is not clear. Nor is there any generally accepted definition of the form it will take. The fact that the government has endorsed this goal of so many Indian leaders, at least in a general way, does much to set the tone for current Indian relationships with the Program. It has taken some of the pressure off the staff, who can turn their attention away from crises and confrontation and towards the management of their programs and activities. It focuses the attention of Indian Leaders on the politicians. There are both positive and negative consequences of this shift of attention. It allows the bureaucracy and the Bands to concentrate on bread-and-butter issues and perhaps make some progress, while the tough, philosophical questions are dealt with where they should be - in the political arena. On the other hand it may create high expectations which are unlikely to be completely fulfilled; it may divert energy away from concrete, immediate and manageable problems and waste it on wishful thinking.

The government's effort to settle native claims has more importance in some parts of the country than in others. Just settlements, whether of comprehensive or specific claims, may do much to provide an economic base for certain communities. It is unlikely, however, that claims settlements alone will provide a complete cure for either economic and social conditions or for the sense of grievance that Indians share nationwide. The Indian government initiative, however, may have a significant impact.

Finally, the downturn in the economy and the international energy crisis have made it vital for the federal government to seek revenues from resource development, both in the provinces and on the Canada lands. The implications of this are not clear and are probably localized. Native people should not, however, expect to see the same degree of protection being offered by the federal government as there was with the Berger Inquiry, for example. If the markets are there, the government should be expected to view resource developments much more favourably in order to feed both the economy and the budget.

2.4 Provincial Government Priorities

There seem to be two themes in common across the country which have direct effects on the Program: Indian government and resource development.

Virtually all of the provinces are nervous about the potential for real Indian government in their midst. They are sensitive about perceived incursions into their jurisdictions by Band governments; for example, in the areas of wildlife

management and child care. Even without Indian government, they are concerned about being burdened by the costs related to services for Indians. As a result, there are difficulties in reaching agreement on the interpretation of the Canada Assistance Plan; agreements for policing are negotiated only slowly and with difficulty; and claims settlements in the Provinces proceed at a snail's pace, with more rhetoric than action.

From the same motivation as the federal government, virtually all provinces are anxious for major resource development to proceed as soon as the markets will support it. There seems to be no particular compunction to provide special benefits for the local indigenous populations.

It is very difficult to generalize across the provinces and territories since the strategic importance of the native people to each differs so greatly. But there does seem to be a hardening of attitudes; a move towards "redneck" which has come with the deteriorating economy. Sometimes this is reflected in the changing attitudes of a continuing government, sometimes by a change of government at election time, but it does appear to be a general trend.

In spite of their importance, provincial realities are not dealt with adequately by federal politicians and bureaucrats - possibly because of Indian reaction to the White Paper of 1969. It is a constitutional fact that provincial governments have responsibility for health, welfare and educational matters for Canadians generally, and the design and delivery of federal programs, especially education and social services, must take into account the mandate, responsibilities and programs of other jurisdictions.

2.5 The Economy

The downturn in the economy has hit the various regions of Canada with varying degrees of severity, but the entire country has been affected. The downturn is important for Indians even though during the boom, unemployment on most reserves was still about 70%. It is simply that much harder to develop businesses or to find jobs. In fact, most initiatives in economic development probably have to wait for economic recovery. The major resource developments that held most of the hope for native employment have been placed on hold (this may have a bright side, since most of these projects also posed some threat to Indian communities). It could be that the next time around, however, native concerns will not seem so important to developers or to governments. There could be no next time around.

The depressed economy also takes its toll in a less direct but equally important way. As the economy worsens, government revenues go down and expenditures for social services and UIC go up. The federal deficit goes up. Budgets in all departments are squeezed - and squeezed hard. In the face of rising costs and mandatory programs, the money available for development diminishes. The resources necessary to make some real progress disappear. Conditions actually deteriorate.

In years past, one might be optimistic that significant growth in departmental budgets could begin again with economic recovery. The present judgement, however, is that those days are gone and that restraint in government spending will be a continuing necessity.

3. THE INDIAN AND INUIT AFFAIRS PROGRAM

This section outlines those issues identified by the regions and headquarters as the most important internal Program concerns. They are issues that are of general concern to all parts of the program. Whereas Section 2 dealt primarily with the operating environment external to the Department and the Program and largely outside their control, this section provides a brief discussion of issues that are within the sphere of the Program's direct influence. They are issues that can be dealt with, at least in part, by management decisions within the Program.

3.1 General Program Issues

A major challenge for the Department will be to reconcile the continuing constitutional and legal obligations of the federal government to Indian people with the policy to encourage the increased responsibility of Indian local governments. This is a challenge for the Indians themselves. The Department must also respond to increasing provincial sensitivity with respect to perceived federal incursions into areas of provincial jurisdiction, and it must respond to provincial concerns about provincial assumption of responsibility for the provision of services such as policing and fire protection.

In several Regions there is a requirement for increased interprogram coordination and increased communication between regions and headquarters with respect to constitutional issues and Indian self government legislation.

Greater coordination is also required between the regions and headquarters with respect to Band planning services. Regions claim that regional managers are so burdened by headquarters 'paper' requirements that they often do not have sufficient time to manage.

The resource squeeze is causing problems throughout the Program, with both dollar and person-year constraints identified as serious impediments to the proper management of existing programs - not to mention new initiatives.

3.2 Program Transfer

Program transfer continues to be problematical, with a comprehensive strategy still required. Such a strategy should not be restricted to the following elements but should include:

- . a comprehensive policy governing Band deficits;
- . remedies and sanctions to be applied when Band-operated programs experience difficulties;
- . criteria for the transfer of programs back to DIAND from Bands;
- . analysis of the nature of the residual responsibility DIAND has for services even when such services are administered by Bands.

The need for "role" changes in the field has been identified for some time - with a significant shift in the actual work performed by field staff. The need for direct program administration is decreasing, but this is balanced by increased requirements for monitoring and evaluation and for Band-Department consultation mechanisms. Consistent mechanisms for the resolution of conflicts and disagreements should be established. Program transfers have been difficult to date because of the costs, tight timeframes, and stringent conditions. Indian Bands tend to feel that their powers after taking over programs are too limited and that they receive insufficient support from the Department. They often feel that programming power should be transferred - not just administration. Generally, programs that have been transferred operate at higher cost. This is probably for three reasons: the first is that there are economies of scale which result from a central administration; the second is that transferred activities are sometimes expanded or enriched to make them more relevant to the needs of individuals, families and communities; the third is that there is a more complete and timely identification of benefits available to individuals and families simply because a source of information on those benefits is locally available.

None of these issues relating to transfers are particularly new, but the fact that they continue to plague the Program points up their continuing importance.

4. EDUCATION

4.1 Current Situation

Generally, the provinces have jurisdiction and responsibility for education. This means that any federal initiatives relating to Indian education (such as the transfer of responsibility over federally-administered Indian schools to Indian Bands) must be cognizant of and sensitive to the interests and concerns of provincial ministries of education. Two aspects of the current national situation with respect to Indian education are particularly important. First, the number of Indian students attending primary and secondary schools is increasing, while non-Indian enrolment is declining. This is a continuing trend, with the 1981/82 elementary/secondary enrolment of 72,207 expected to reach 78,459 by 1987/88. This patterns holds for all regions except Quebec where populations are relatively stable.

Much progress has been made in furthering Indian education. The growth in number of Band-operated schools is an encouraging development. Local involvement in schools, such as participation in parental groups and local school committees, is increasing and the number of Indian students enrolled in and graduating from high school is increasing. The Post-Secondary Education Assistance Program has had considerable success; in addition, an increasing number of Indians are becoming qualified teachers.

4.2 Constraints and Issues

There are several general constraints and issues relating to Indian education identified by the Regions. They include a shortage of funds and person-years to cope with the process of transfer of control of Indian education programs to Bands. In addition, funding allocations have created problems for discretionary budgets. For example, there has been a marked decline in the number of Indian home and school coordinators, and in occupational skills training in some Regions. There is also the difficulty of retaining teachers at federal and Band schools because of salary ceilings and isolation.

The major challenges in Indian education are:

- . The strengthening of relationships between federal, Band, and provincial education authorities.
- . Increasing parental and community involvement in local schools.
- . The further development of curricula that reflect the cultural and linguistic requirements of Indians.

4.3 Band Schools

A common concern in the Regions is that Band schools have inadequate funding for planning and goal-setting processes. A number of services provided by Band Schools require improvement. For example, there is a need for:

- . career counsellors, special education teachers, and other specialists;
- . improved student support services;
- . a counsellor training program;
- . training for education administrators, Band Education Authority members and planners.

4.4 Federal Schools

Indian schools operated directly by Indian and Northern Affairs also require career counsellors, special education teachers, and other specialists. The counselling program needs to be reviewed and teacher recruitment and Public Service Canada staffing practices also need to be reviewed. The facilities of federal schools are generally inferior to those of provincial schools although operations and maintenance is comparable.

4.5 Provincial Schools

One can identify two important concerns with respect to Indian education in provincial schools. Provincial curricula are not meeting Indian cultural needs although certain provinces are becoming more sensitive and although curriculum development committees to review Indian concerns are being

established in some school board districts. The representation of Indians on provincial school boards and in provincial ministries of education, while improving, is still generally inadequate.

4.6 Post-Secondary Education

There are several reasons for the low participation rate of Indians in post-secondary educational institutions. Among them is the apparently low motivation to seek higher education among high school students. In addition, Indian students are often placed in high school programs such as commercial or technical that do not lead to post-secondary educational institutions. It has already been observed that the Post-Secondary Education Assistance Program has had success in ameliorating this situation.

5. ECONOMIC AND EMPLOYMENT DEVELOPMENT

5.1 Current Situation

The 1982 Canadian economic climate is characterized by recession and high interest rates. This severely limits the opportunities for Indian economic development; for example several major planned resource developments (i.e. Alsands, Cold Lake) that were expected to provide employment to Indians, are now either cancelled or delayed. The current situation for Indian economic and employment development is bleak. The Indian employment rate of 23% is less than half that of the Canadian average of 57% and the gap is widening. By 1991, it is expected tht the Indian level of employment will reach only 26% while the Canadian average will have reached 62%. The Indian working age population is increasing dramatically and a large percentage of this population is unskilled or semi-skilled. Even more unfavourable comparisons prevail in measures of per-capita income and business activity.

Recent research has shown that Indians have available sufficient economic nd employment opportunities to meet their needs. Of course, not all reserve communities are endowed at a uniform level. Even where these opportunities exist in abundance, access to them is routinely impeded or blocked by a lack of necessary financial resources and developmental expertise.

The costs of providing the necessary financial resources and development expertise over the next ten years in order to close the employment gap are estimated to be \$1.9 billion. This expenditure would respond to identified

requirements for sustained Indian economic growth and employment creation and would provide Indian people with a level of employment opportunities equivalent to that enjoyed by other Canadians.

Notwithstanding these difficulties, an increasing number of Indian economic institutions such as development corporations, cooperatives, and financial institutions, are being established. These economic initiatives are beginning to have a positive impact, particularly in western Canada. Another bright spot is the fact that the performance of Indian enterprises is improving in several regions, in spite of the unfavourable Canadian economic situation. A dedicated, articulate Indian leadership has emerged, and the capability of Band governments to support and foster economic enterprise is improving.

5.2 Constraints and Issues

The delay in the settlement of Indian treaty issues and aboriginal land claims continues to impede economic development in some areas. It creates impediments in several ways. In some cases entire Indian communities put all of their efforts and all of their hopes for economic advancement into land claims. As a result, current opportunities are lost or ignored, in part because they seem difficult or insignificant by comparison to the benefits anticipated from claims settlements. In some situations, the cloud of comprehensive claims hangs over the general economic development of entire geographic areas. It creates uncertainties for private sector developers and for governments interested in revenue from resources: no one wants to invest money in development only to have projects stopped by court injunctions sought

by native claimants. Many projects involve high risks anyway, and investors do not wilfully court shut-downs and delays in project construction. They would rather operate elsewhere, where titles are clear. In some parts of the country, the prospects for economic development following settlement of claims are in fact promising. It is the delay itself which is frustrating access to the natural and financial resources that will fuel development.

Another constraint to programming for economic development is the shortage of data relating to Indians and Indian communities. Levels of unemployment, employment and business opportunities and per capita income are not precisely known.

Constitutional and legal conflicts between treaty and aboriginal hunting and fishing rights on the one hand, and provincial and federal natural resource laws on the other are also impeding Indian economic development. These conflicts not only stop those developments directly involved, but set a negative tone for relationships between Indians and non-Indians in neighbouring communities - a tone that affects all business relationships and suppresses business development. Continued efforts are required to improve the understanding and acceptance of Indian rights by the Canadian public.

The benefits and adverse consequences of proposed and existing major resource developments must be carefully weighed; this balancing process remains of prime concern to many of the regions. There is as well a necessity for an increased emphasis on the development of occupational skills and on management and business training since current training programs are often not geared to existing market opportunities. Finally, there is a general need for increased funding for economic programs, for direct funding of Indian businesses and institutions, and for training programs. The regions lack the person-years to administer existing programs effectively.

6. SOCIAL DEVELOPMENT

6.1 Current Situation

Social Services Activities of the Indian and Inuit Affairs Program must be administered in the context of the many and constantly changing programs and services available to Canadians generally from federal, provincial, territorial and municipal governments. The Indian and Inuit Affairs Program must "carve out" from provincial government programs and administer and fund those activities consistent with its mandate and authorities. The Social Services Activities require complex interfaces with many governments and voluntary service organizations, Indian and non-Indian, in relation to diverse programs and services affecting Indian people. For several decades the Indian and Inuit Affairs Program has advocated that Indian people on and apart from reserves should have access to Social Services at rates and under conditions applicable to non-Indians in communities adjacent to reserves and significantly related to their unique needs and circumstances. Assistance and welfare services to Indian people on and apart from reserves are administered and funded by federal and provincial governments. All provincial governments provide some Social Services to Indian people on reserves without expenditure chargeback to DIAND.

There is no specific legislative base for a majority of Activities administered and funded under Social Services of the Indian and Inuit Affairs Program. The Indian and Inuit Affairs Program does not have specific Cabinet and/or Treasury Board authority to administer and fund many of its current Social Services - Activities. This contributes to problems in the definition of Activities and in their administration and control.

Significant increases in the population of Indians in all age cohorts is resulting in growing numbers of young Indians on social assistance as well as in increased demand for other social services such as daycare, institutional care and home support services for the aged.

Although job creation programs clearly pump a lot of money into Indian communities they increase expenditures relating to social services. Experience in Indian communities and elsewhere indicates that it costs more than three times as much to maintain individuals or families in a public works project than on social assistance. The benefits of employment creation are social and attitudinal, and do not result in social services cost saving.

Good data are simply not available to explain many of the current trends. Information concerning residency on-and off-reserve is reasonably reliable but incomplete. It is incomplete because the Department records only information related to assistance and welfare services which it administers and/or funds. It has not endeavoured to capture information about assistance and welfare services administered and funded by provincial, territorial and municipal governments. Moreover, the latter do not maintain on a consistent basis data concerning assistance and welfare services to Indians without chargebacks to DIAND. Some governments feel identifying clients by ethnic origin is inappropriate and illegal.

However, some progress has been made. Social Services have been upgraded through in-service training for professionals and for para-professionals providing Social Services to Indians.

6.2 Constraints and Issues

In general, more staff and staff with improved qualifications are required to provide Social Services. This is a general concern shared by virtually all parts of the program. The problem should be susceptible to elimination if an adequate agreement on formula financing can be reached with the Treasury Board.

Several concerns relating to the provinces affect the social services area. Certain provinces do not adhere to the terms of the Canada Assistance Plan (CAP) in that they require a twelve month off-reserve residency requirement for assistance and welfare services. Some provincial and municipal governments continue to deny Indian residents assistance and welfare services on the basis of Indian status. This creates a tremendous financial load for the program - both in direct payments and in the overhead and staff costs incurred. It is a long-standing and apparently intractable problem. There is a need to develop agreements with several provinces for child welfare services on reserves. Child welfare is achieving increasing prominence as an issue for Indian people.

Indian Bands have become increasingly vocal in wanting to design and control Social Services to Band members and have viewed with apprehension and concern the need to obtain Social Services from provincial governments. This

requirement has been viewed by many Indian people as a violation of the federal government trust responsibility for Indian people and a threat to the establishment of Indian government.

The federal government faces several conflicts in the provision of assistance and welfare services to Indian people. One serious conflict revolves around non-insured health services which are currently available to a majority of Indian people from D.N.H.W. without a needs-test. There are pressures to transfer the administration of non-insured health services to DIAND which has traditionally issued social assistance to Indian people on reserves and on the basis of a financial needs test.

There is a need for better coordination between the various social and economic development programs to ensure that programs do achieve their objectives, but not at the expense of each other.

6.3 Band Administration of Social Services

Several trouble areas relating to the Band administration of social services can be identified. First it is observed that the decentralization of the Social Assistance Program to small Bands must be reassessed because they are often too small to retain the professional staff that are required for effective program delivery. Second, there is often a shortage of the related specialized skills required in such administrations. The people who suffer in these situations are often the needy - and adequate control and accountability for social assistance funds are lost; yet the Department remains accountable

and responsible for Band-managed programs. These problems and realities should be kept in mind when faced with demands for program transfer from Bands or indeed with pressures to increase transfer coming from within the Department. On the other hand the argument to re-centralize should be weighed carefully against the better access and service to be anticipated with proper local administration.

In addition, many Indian bands aspire to assume responsibility for the design and delivery of assistance and welfare services to Indian people residing on and apart from reserves. These aspirations conflict with the federal government mandate and current authorities for administering and funding Social Services to Indian people. At the same time, there is pressure from within the Indian and Inuit Affairs Program and from central agencies to ensure efficient and effective services.

7. COMMUNITIES

7.1 Current Situation

The heavy demand created by the demographic realities outlined in Section 2 of this report has led to problems on reserves. Despite very significant infusions of capital for housing and infrastructure on reserves, demand still far exceeds supply. There are more and better houses, and improved municipal-type services, but the backlog is not being reduced.

Some significant progress in public health is indicated by the fact that Indian infant mortality rates have apparently plummeted in the last few years and now approximate those of Canadians generally (unconfirmed NH&W finding).

7.2 Housing

At present there is a large demand for housing - particularly CMHC units - on Indian reserves. A great deal of the existing housing stock is old and is experiencing a high loss rate from fire, flooding, and accelerated deterioration due to overcrowding. Current levels of resourcing are inadequate to alleviate this housing backlog and the federal Cabinet will once again be approached to provide the necessary funding to eliminate the backlog within seven years. Bands are reluctant to proceed with multiple unit housing projects or subdivisions unless they are related to the accommodation of senior citizens.

7.3 Fire Prevention and Protection

Recent significant increases in funds for fire protection will enable more attention to be paid to fire prevention, awareness programs and the training of volunteer fire fighters. This enhanced ability to more effectively prevent and fight fires will probably lead to higher expenditures of capital on equipment and facilities related to FIRE Prevention and Protection.

A number of problems persist, however. Naturally, more money would help. It could be used for fire prevention, for fire hazard awareness programs, for the training of volunteer fire fighters and for the acquisition of fire equipment. There are a number of things that might be accomplished at little or no cost, however. For example, the high turnover rate of volunteer fire fighters on reserves might be decreased in a number of ways - by more public recognition, or by staging firemen's days and inter-community competitions, perhaps. More attention could be paid to the design of buildings. There could be more thorough and more frequent inspections of schools, public buildings and homes.

7.4 Policing

Over the past five years a number of approaches have been taken to the provision of policing for Indian communities and for Indians living off reserves. There have been some glowing successes and some moderated successes, but development and progress have apparently slowed down, as resources have dried up and as Indians begin to see some inadequacies in initiatives like the Special Constable Program in western Canada. There are

several conditions necessary to the renewed development of Band or tribal police forces. A more adequate national policing policy is the first requirement. When in place, it should then be resourced and implemented using data on which forms of native policing are the most effective and with the full involvement of provinces in certification and training. Until this is accomplished, there will be high and continuing human and financial costs. Vandalism to public buildings will continue at a high level unless watchmen are employed (another cost).

7.5 Infrastructure and Project Management

A clear national policy is required to govern the transfer of capital project funds to Bands. Approvals of capital projects lag far behind requirements. Significant anticipated increases in maintenance funding coupled with the introduction of the Maintenance Management System will improve the level of maintenance and repair of community buildings and of community infrastructure to acceptable levels. As more Bands adopt a Maintenance Management System over the next few years, a marked improvement in the overall maintenance and repair of on-reserve assets should be noted.

8. BAND GOVERNMENT

8.1 Current Situation

The federal government's policy on the development of Indian government is no longer an issue. However, the exact nature and the exact powers of Indian governments are still uncertain and await the completion of constitutional negotiations.

The indebtedness of Indian Bands is growing due to mismanagement, inadequate funding, and poor judgement about the costs of programs transferred to Bands.

This is a serious and growing problem, but it is balanced by the more general fact that the training of Band managers and other personnel is increasing the managerial, financial and administrative capabilities of Indian Bands, and the delivery of training programs is better coordinated at all levels. The more sophisticated Band governments are now able to clearly identify their training requirements.

8.2 Constraints and Issues

With respect to Band government, the central conflict is presently between the federal policy to encourage and develop effective local governments and the onerous central agency planning and accountability requirements. On the one hand Bands want increasing authority and latitude to make decisions, while at the same time central agencies and DIAND want Bands to abide by more formal

and consistent program management processes. Expectations are being created among the Indian people with respect to impending transfer of control over local government; however, these expectations are generally not being satisfied. As stated above, the problem of Band indebtedness and deficits is widespread. In certain regions, premature program transfers have exacerbated this problem.

The roles of DIAND Band support staff should be subject to continuous re-examination and redefinition. As local Band governments acquire greater responsibilities over the management and administration of programs, the roles of Band support staff will continue to shift from those of program managers to advising Bands and monitoring the effectiveness of Band administrations.

8.3 Band Training Issues

Shrinking discretionary budgets are reducing the capacity of DIAND as well as bands to provide the resources necessary for Band Training. There is no strategy which may be identified as pertinent to Band Training. The program lacks focus and definition in terms of its content and subject areas. It provides community based training in a very broad range of management, adult training and socio-economic development areas on a short-term, ad hoc basis. These training activities address the immediate needs of bands but do not provide for the articulation of long term plans.

A program evaluation is currently planned to identify areas of strengths and weaknesses and to guide the development and implementation of a more comprehensive program which will focus directly on Band management needs.

9. RESERVES AND TRUSTS

9.1 Current Situation

Several important aspects of the current situation with respect to reserves and trusts are outlined below. First, the several provisions of the Indian Act (such as s. 12(1)(b)) that are in violation of the Canadian Charter of Rights and Freedoms are causing serious operational difficulties for the administration of the membership function. Second, the process of decentralizing the membership function is proceeding; however, the process is more advanced in some regions than in others. Third, there is a growing trend towards the assertion and advocacy of Indian group and individual rights. This is resulting in increased litigation with respect to land claims entitlements and trust-related issues; an increased load the Program is not resourced to handle. Finally, the implementation of a computerized trust accounting system and automated land registry and membership registry systems is proceeding satisfactorily, although additional resources are required to ensure that these systems are properly set up. Under-resourcing in the face of increasing workload is a problem common throughout Reserves and Trusts.

9.2 Membership Issues

Several problems are identified with respect to the transfer of the membership function to Bands. Band membership clerks receive very low pay and thus there is high staff turnover. Bands also claim that funding for the administration of the membership function is generally inadequate. In certain provinces,

Indian Bands are resisting decentralization often because of the thorny local, political and family problems that membership questions raise; in others, regional personnel claim that headquarters people are not sufficiently available for field activities associated with membership function activities.

9.3 Land Entitlement Issues

There are numerous treaty and aboriginal land claims issues in many of the regions. In at least one region, Saskatchewan, these issues are thought to be more important than all others because of the impact on municipalities, on the provinces (re: Crown land) and on third party land owners. Bands argue that they need additional legal assistance for conducting negotiations, assistance that is not usually available from the Department of Justice. What is required is separate and special funding to provide this support.

The financing of Bands under section 60 for the administration of the land management function is currently inadequate because funding is cut off after five years. There are also insufficient funds in regional budgets for research and negotiation with Bands with respect to land entitlement claims. Finally the increase in the land base of reserves as claims are settled will place increasing demands on the human and financial resources of certain regions.

9.4 Trust Issues

Reserves and Trusts is often caught in the conflict between the trust responsibilities of DIAND and the department's policy of increasing the responsibility of local government. Departmental officials are trapped between the demands of Band Councils for access to Capital and Revenue funds, for example, and the Minister's liability to be called to account for the same monies by individual Indians. There are particular problems with the administration of trust accounts for minors, missing persons and the mentally incompetent - problems that have been magnified by the increase in the wealth of the energy rich Bands of Alberta and British Columbia.

Another source of difficulty are the limitations on Indian control of reserve lands that are imposed by the Indian Act. The control of land is essential to any real Indian self-government, yet the Minister's statutory responsibilities under the present Indian Act severely limit the extent to which Bands can manage their own lands. This poses a real barrier to self-government and puts additional pressure on program staff.

APPENDIX - A SUMMARY OF INDIAN CONDITIONS

(Reprinted from Indian Conditions: a survey, Department of Indian and Northern Affairs, 1980, Ottawa)

Population

- . Indians in Canada include 10 different language groups and 58 dialects across the country.
- . In 1961 there were about 180,000 Indians in Canada. By 1979 there were 300,000 in 573 Bands. Some 30 percent were living outside Indian reserves compared to less than 16 percent in 1966.
- . Except in the north, Indian Bands are located on reserve lands set aside for Indians' exclusive use through treaties or other legal arrangements. There are 2242 separate parcels of reserve land with a total area of 10,021 square miles. This land base has remained relatively the same since 1960.
- . The average Band size has grown from about 350 in 1960 to about 525 in 1979, when the smallest Band was New Westminster, with 2 members, and the largest, Six Nations of the Grand River, numbered 9950.
- . About 65 percent of the Indian population is located in rural or remote communities, compared to 25 percent of the national population.

- . The Indian population has been growing faster than the non-Indian population since the 1950s. As a result, the Indian population is "younger" than the national population, with the consequent impact on demand for education, social services and jobs.

Social Conditions

Based on interviews made for this report and on available information, Indian living conditions have improved in some material ways: the quality and availability of housing has improved; water and other community services are better and more plentiful; health care, social services and welfare are more accessible to those in need.

But from the same comments and information, it appears that there has also been an increase in social problems among on-reserve Indians including high rates of alcohol abuse and welfare dependency. For example:

- . Life expectancy, a reflection of health standards, is still ten years less than the national population.
- . Violent deaths are three times national levels; suicides, particularly in the 15-24 age group, more than six times national rates.
- . The strength and stability of family units appear to be eroding, with higher divorce rates, more births outside marriage and more children in care.

- . In 1964, an estimated 36 percent of the Indian population received social assistance; by 1977-78, between 50 and 70 percent received social assistance.
- . One in three families lives in crowded conditions. 11,000 new houses are required and 9,000 need repair. Less than 50 percent of Indian houses are properly serviced, compared to a national level of over 90 percent.
- . The use of native languages appears at least stable, and interest in native culture and studies appears to have increased.

Economic Conditions

Indians and officials interviewed for this report felt that Indian economic conditions had improved over the last twenty years, particularly in terms of education levels, job accessibility, available cash in Indian Bands and better acceptance in the general economy.

Information collected confirms this view but shows that, relative to the national population, Indians remain disadvantaged. For example:

- . In 1958-59, elementary and secondary school participation was about 63 percent. Elementary participation is now virtually the same as national levels and secondary participation is about 12 percent below.

- . University enrollment has risen from 57 in 1963 to 2,700 in 1979, but participation is less than one-half national levels.
- . The working-age population will increase from 54 percent to 64 percent of the population between 1976 and 1986, but participation in the labour force is about two-thirds of national levels and employment is about 32 percent of the working age population.
- . The resource potential of the reserve land base is generally comparable to the capacity of other land in Canada. However,
 - . the resources have not been developed.
 - . 45 percent is relatively inaccessible.
 - . blocks of land do not necessarily form economic units.
 - . distribution of productive land does not correspond to population distributions.
- . An aggregate investment of over \$250 million has been made over the last nine years, resulting in 10,000 permanent jobs. 20,000 to 30,000 new jobs will be required in the next ten years.

Political Conditions

People interviewed felt that there have been major and positive changes in the Indian political situation, particularly in:

- . increased independence and administrative capacity of Indian Band councils
- . Indian political awareness and influence
- . Indian representation at all levels of government, through the development of Indian political associations.

At the same time, there was some skepticism concerning the ability of Indians to truly influence government policies. Some people also feel that current government/Indian relations are outmoded and are negatively affecting local self-reliance, political accountability and development.

Among the indicators of change:

- . Indian Band councils are now responsible for their own administration. Band administrative staff has increased from about 100 Band staff in 1966 to approximately 1,900 part and full-time staff in 1978-79.
- . The proportion of the Indian Affairs budget managed directly by Bands has increased from 13 percent in 1971-72 to 34 percent in 1978-79.

- . Funding for Indian political associations has increased from \$3.7 million in 1971-72 to \$19.3 million in 1978-79.

Government Programs

There is general agreement that Indian/Government relations have improved during the last 15 to 20 years and that initiative and responsibility have shifted from government to Indians.

There are reservations about the effectiveness of government programs. The view was expressed that in some cases there was too much apparent haste to achieve results and some programs, such as social assistance, were regarded as destructive.

Most important are the technical limits to programs for local control which require the sanction of government and do not allow programs to be adjusted to meet local priorities and needs.

During the past 10 to 20 years:

- . The roles of federal and provincial governments in relation to Indians both on and off reserves have not changed significantly since 1960. Inconsistency concerning services to Indians off reserves and a lack of coordination and recognition for Indians on reserves may affect the quality and accessibility of services and the potential for Indian development.

- . Federal government expenditures for Indians increased 14 percent per capita in real terms between 1970-71 and 1978-79, compared to 128 percent per capita growth in other federal social programs.
- . Band-managed funds have increased from about \$34.9 million in 1971-72 to about \$227.2 million in 1978-79. The costs of Band management became proportionately less during the same period and have declined from 24 percent of funds administered to 12 percent.
- . During the past ten years the greatest proportionate increases in government expenditures have been in community services and economic development, but development funding remains less than 10 percent of overall funding.

Off-Reserve Indians

The proportion of the Indian population living off reserves has increased from approximately 16 percent in 1966 to about 30 percent in 1979. The nature of this off-reserve population, the reasons for migration and the conditions Indians experience in non-Indian communities are all unclear.

The limited information available suggests the following:

- . Off-reserve Indians, lacking social and cultural linkages, experience all the problems inherent in an unfamiliar environment.

- . Young adults are the largest component of the off-reserve Indian population.
- . The largest proportionate concentrations of Indians off reserves tend to be in Prairie urban centres.
- . Although job-seeking appears to be one of the main reasons for migration, Indians off reserves experience rates of unemployment and welfare dependence between 25 and 30 percent.
- . Although the pace of off-reserve migration has slowed in the last 4 to 5 years, the need for employment is likely to maintain the pressure for continued migration.