

MANPOWER & RESPONSIVENESS

ONTARIO REGION

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RESPONSIVENESS AND MANPOWER

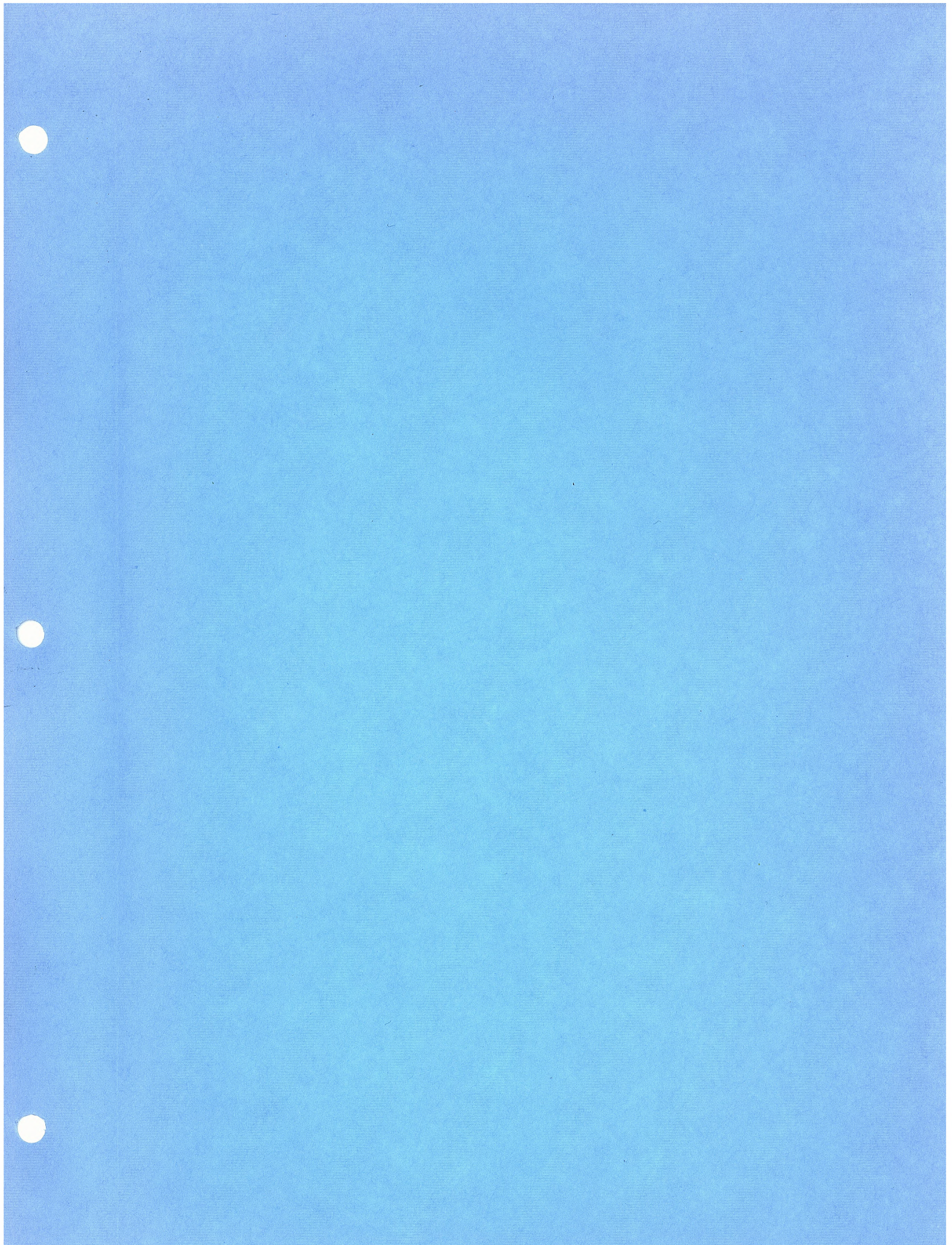
ONTARIO REGION

The mandate of a Regional Director General is, essentially, to respond to the needs of the Indian people efficiently and effectively within the limits of agreed upon policies. To respond adequately, sufficient resources are required: such resources have not been available to the Ontario Region for some time, with the result that the province's Indian people have been denied the full services due to them.

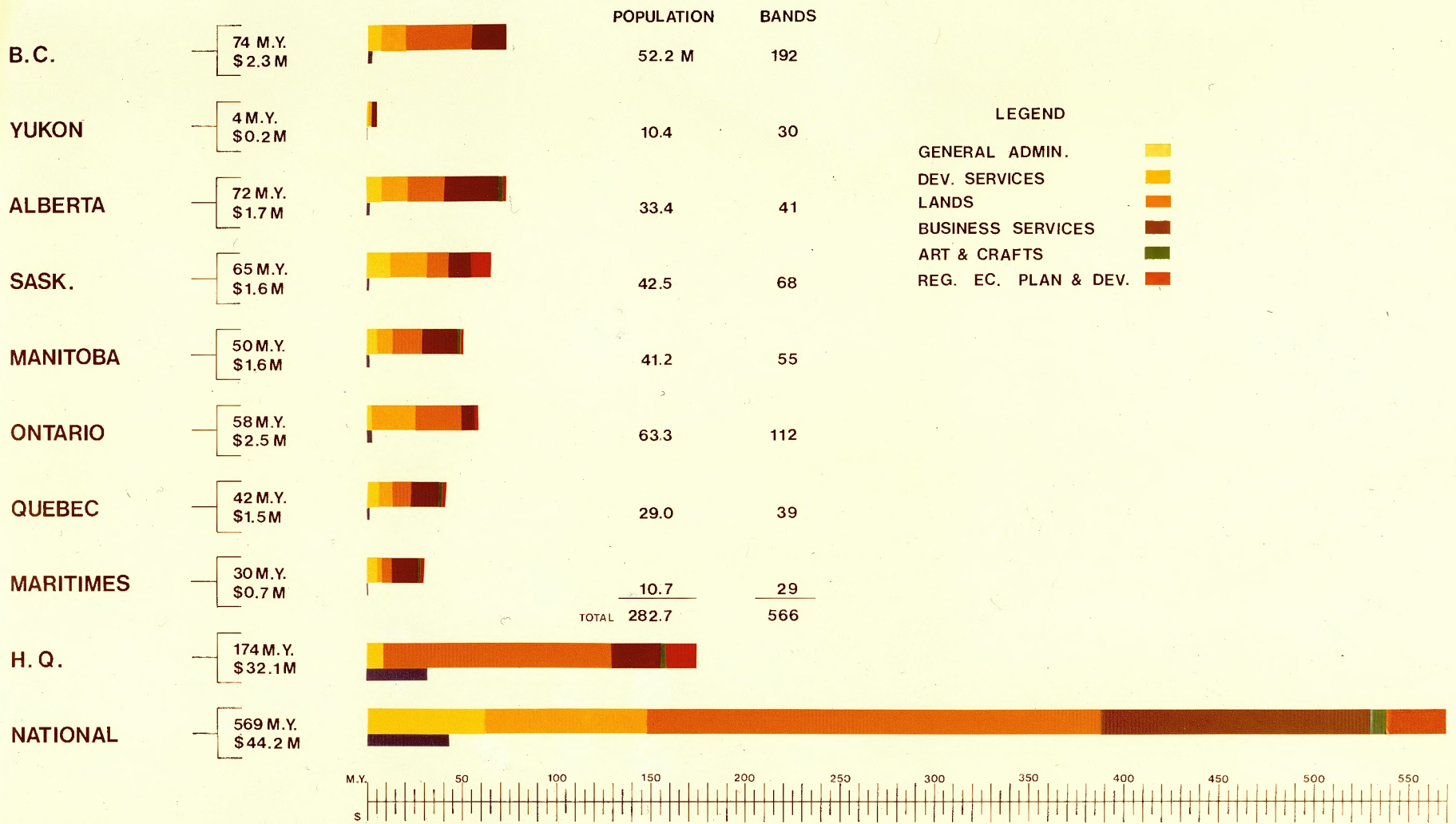
Each of the programs - Economic Development, Local Government, Education and Lands/Membership - is charged with delivering programs that will aid the Indian people in achieving their political, social, economic and cultural goals. At present, despite past and continuing efforts to re-allocate and rationalize resources for maximum output, each of these programs suffers a severe lack of resources - particularly manpower - so that they are unable to respond adequately to the demand for their services and achieve the worthwhile goals of which they would be capable. As the present exercise in redefining the role of the Department of Indian Affairs will undoubtedly confirm the existence of the Department for some time and also serve to increase its function as funding body, co-ordinating agency and professional expertise pool, a diminishing manpower requirement is not likely in the near future. The present needs, therefore, will not change for some time.

The following submission addresses itself to the question: What are the realistic manpower needs of the Ontario Region if it is to respond to the stated needs of the province's Indian people and aid them in obtaining accepted political, social, economic and cultural goals? In responding, the present resources and requirements of each program/section were thoroughly scrutinized: the result indicates a pressing and substantial, but also realistic, requirement for increased man years as detailed herein. This need has long been recognized by Headquarters; however, it is now necessary for recognition to be given to the urgency of the need.

Stated bluntly, Ontario Region urgently requires 96 more man years to discharge fully its responsibility to the Indian people. This addition will bring Ontario closer into line with the normal manpower allocation found in other regions across Canada.



ECONOMIC DEVELOPMENT – 77/78 ESTIMATES



ONTARIO REGION
ECONOMIC DEVELOPMENT

SUMMARY

Our present resources are sufficient only to provide approximately 80% of the management assistance needed by existing Indian businesses with the result that work on new ventures has practically ceased.

At the same time, the present rate of new job creation is far less than labour force growth on reserves, and far less than what could be achieved, even within the limited scope of present IEDF criteria.

Our present man-year total (34) needs to increase to 75. Even at that level, it will be 3 less than the average number of "man-years per 63,000 Indian population" in the other regions as a group. New job creation can be increased by 150-200 per annum.

Fund management needs to be decentralized to districts and strengthened. Nevertheless, Ontario's rate of repayment on loans (as a percentage of amount outstanding) is nearly double the national average, and not far below the F.B.D.B. (Federal Business Development Bank).

I.E.D.F. contribution funds allocated to Ontario in 1976-77 amounted to 8% of the national total. On the basis of development potential, readiness of Indian bands, and simple fairness of distribution, this should be increased to 23% in 1977-78 (in line with Indian population).

ECONOMIC DEVELOPMENT

MANPOWER RESOURCES IN ONTARIO - PRESENT AND REQUIRED

JOB - PRESENT JOB CREATION, THE NEED, AND THE POTENTIAL

The present rate of job creation (100-200 new jobs per year) through the I.E.D.F. is far below the number of new jobs required (estimated at 1000/year for ten years) to solve the Indian unemployment situation, or even to keep up with the growth of the on-reserve labour force (estimated at 400 per year).

The present rate of job creation is also far below the potential for job creation through the I.E.D.F. in Ontario. This potential is estimated at 300-500 new jobs per year. These figures are based on our knowledge of the many potential development opportunities which are not being pursued today for lack of resources, and on our knowledge of the experience in other regions where proportionately more staff have been made available, even though the basic development potential was less than that in Ontario.

USE OF PRESENT RESOURCES

Prior to 1972, economic development activity in Ontario, unlike a number of other regions, was almost negligible. There were no staff with any business experience in the program as of January 1972.

USE OF PRESENT RESOURCES (cont'd.)

Since that time, development activity has grown considerably. An indication of this is I.E.D.F. funding which rose to a total of 228 approved applications, totalling \$3.7 million in 1975-76, from 46 approved applications totalling \$1.0 million in 1972-73.

Due to lack of staff, we have never attempted to mount a thorough economic development information campaign along the lines used in the Maritimes in 1973. That effort resulted in a tremendous awakening of interest in development activity. No doubt the result would be similar in Ontario.

In 1976-77, we anticipate a decline in funding activity. This is the combined result of, firstly insufficient staff to provide advice to the constantly growing number of Indian businesses and to assist new ventures at the same time, and, secondly, the reduction in I.E.D.F. contribution funds available to the region.

MANAGEMENT RECORD

Disbursing funds is easy. A good measure of management, at least insofar as the I.E.D.F. part of our activity is concerned, is the repayment record on loans disbursed.

In 1975-76, total repayments (principal and interest) in Ontario amounted to \$941,000, or 18.6% of the total loan amount outstanding. Nationally, repayments amounted to \$4,585,000, or 10.1% of the loan amount outstanding. By way of comparison, for the Federal Business

MANAGEMENT RECORD (cont'd.)

Development Bank, repayments were 23.4% of loans outstanding in 1975. Repayment figures for April to August of this year are virtually identical to last year's pattern (except for Manitoba figures, which are totally distorted by a single very large payment). Ontario's repayment rate continues to be almost double the national average.

It should be noted that the repayments in 1975-76 were broadly-based, consisting of 813 separate payments, far more than in any other region, except Saskatchewan, which has nearly twice the number of loans outstanding.

In future, with present staff and a larger number of loans to service, this good record will almost certainly deteriorate, to the detriment of our clients, and the financial loss of the Department.

MANPOWER NEED

The following table indicates the estimated manpower need from all sources:

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>
New job creation - field officers (1)	(200/18)	300/18	(400/18)
(based on 18 new jobs/year per field officer)	11	17	23
Management assistance	(1050/31)	(1250/31)	(1550/31)
(based on 31 jobs maintained per field officer)	34	40	50
Major project management	5	5	5
Regional Office staff - Admin. Fund Mgt. and Specialists	10	12	14
Arts and Crafts Officers	1	3	3
I.E.D.F. Decentralization - Administration	7	7	7
Admin. - support for the above (25%)	17	21	26
Arts and Crafts Trainers	-	7	7
	<hr/>	<hr/>	<hr/>
TOTAL MANPOWER NEED -	85	112	135

(balances brought forward)

TOTAL MANPOWER NEED -	85	112	135
LESS: <u>From other sources</u>			
Band Employees and under contract to Bands	3	6	15
Under contract to DIA (CESO,OCDA,U.W.O. etc.)	5	10	14
Native Arts & Crafts Dev't. Corp.	-	5	7
Employed by businesses	2	5	8
Subtotal - other sources (2)	10	26	44
NET REQUIREMENT - DIA STAFF	75 (3)	86	91

Note: 1 -The rapid projected rise in manpower "from other sources".

There is an urgent need for a flexible program to fund band-employed development staff.

2 - Staff to work with bands in general development planning are assumed to be covered by the "new job creation" category - although often a planning lead time of up to two years is required before any specific developments reach fruition.

3 - The 75 staff needed is still less than the present average of all other regions of 78 man-years per 63,000 Indian population.

EQUITY OF MANPOWER DISTRIBUTION

On a "per 63,000 Indian population basis, Ontario's 34 man-years compare with 197 in the Maritimes

121 in Alberta,

81 in Saskatchewan and an average of

78 in all the other regions as a group.

EQUITY OF MANPOWER DISTRIBUTION (cont'd.)

Even on an absolute man-year basis (ignoring population), Ontario's 34 compares with 62 in Alberta, 54 in Saskatchewan and exceeds only the Maritimes (32) and Quebec (32).

Again, when population is taken into account, an increase of 41 in Ontario is needed comparable to achieve the same impact as an increase of 7 in the Maritimes.

I.E.D.F. CONTRIBUTION FUNDS

A slow start, limited manpower, and fewer large projects have historically limited I.E.D.F. contribution use in Ontario.

This situation is now changing very rapidly. In 1977-78, Ontario will need its full proportionate share of I.E.D.F. contribution funds. In 1976-77, Ontario, with 23% of the Indian population received 8% of the available funds.

IF MANPOWER IS NOT PROVIDED

If no additional staff is provided, we can either

- assist no new ventures and
- provide 80% of needed help to existing businesses (thus jeopardizing 80 businesses and \$1,000,000 in loans), and
- make no improvements in fund administration

or

- assist new ventures at present inadequate rate, and

- provide 60% of needed help to existing businesses (jeopardizing 160 businesses and \$2,000.00 in loans).
- make no improvements in fund administration

If 20 additional man-years are provided, we would be able to

- assist new job creation at the present inadequate rate,
- provide 90% of needed help to existing ventures, and
- decentralize and strengthen I.E.D.F. administration in 3 Districts only,

but we could not

- increase the rate of new job creation
- improve fund administration to the degree required.

If 41 additional man-years are provided, it would be possible to

- provide the needed assistance to existing businesses,
- meet estimated demand for assistance with new ventures,
- decentralize and improve fund administration,
- help bands plan their development and train their own staff, and
- increase the rate of new job creation by 150-200 per year.

ONTARIO REGION

ECONOMIC DEVELOPMENT

S U M M A R Y

JOB NEED : ON RESERVE - 1000 /YR.
NOW CREATING 100 - 200/YR

DEV'T POTENTIAL: ABOVE NATIONAL AVERAGE
- 300 - 500 JOBS/YR VIA IEDF

MGT. RECORD - REPAYMENT @ 19%/YR
VS NATIONAL RATE OF 10%

EQUITY -

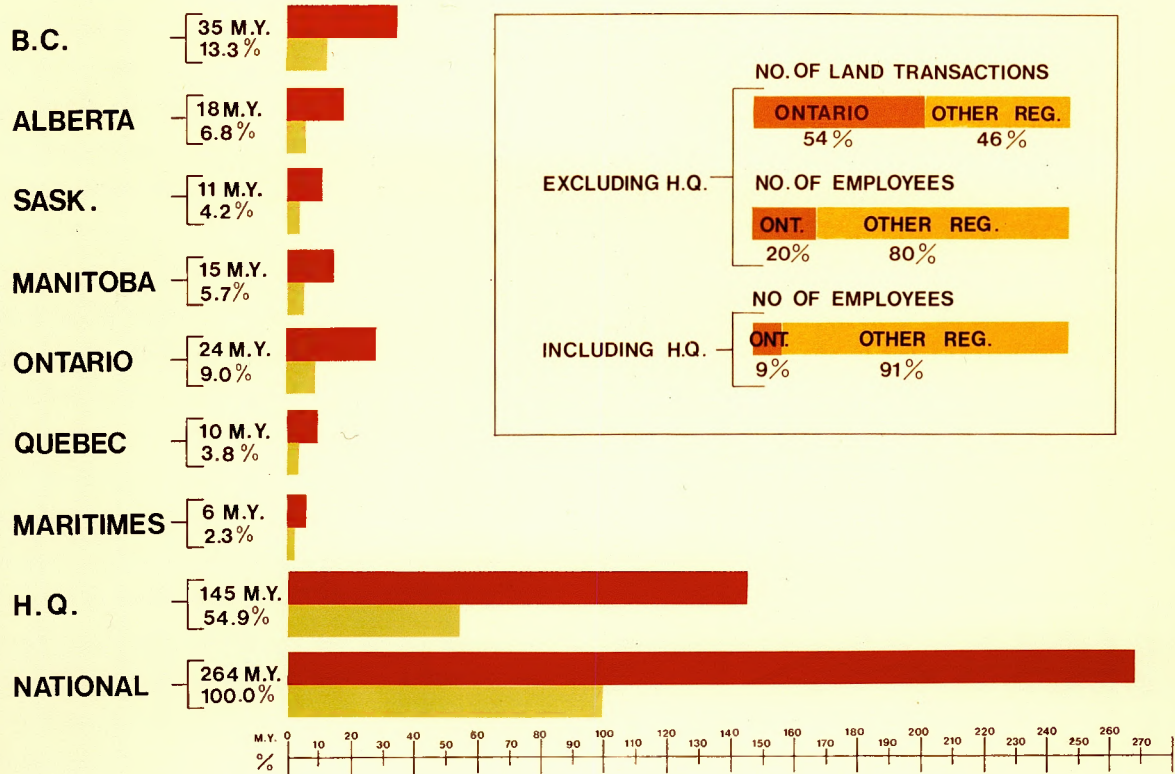
ONTARIO HAS	34	MAN YEAR/63,000	IN	POPULATION
OTHERS - AVGERAGE	78	"	" / "	"
MARITIMES HAS	197	"	/ "	"
ALBERTA	121	"	/ "	"
SASKATCHEWAN	81	"	/ "	"

<u>MANPOWER NEED:</u>		<u>76-77</u>	<u>77-78</u>	<u>78-79</u>
D.I.A. STAFF	-	75	86	91
HAVE	-	34		
ADDITION REQUIRED:		41		

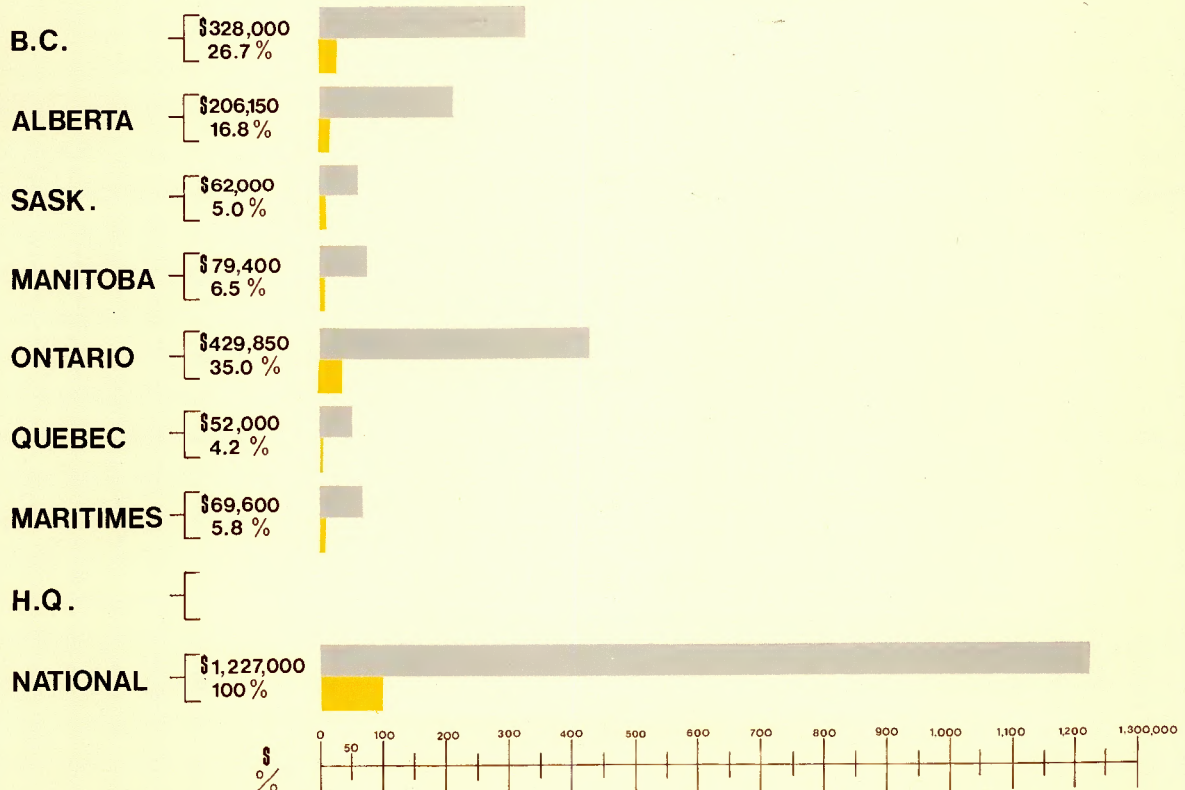
IEDF CONTRIBUTION: NEED FAIR SHARE



LANDS & MEMBERSHIP PROGRAM



LEGAL SURVEY PROGRAM 75/76



LANDS, MEMBERSHIP AND ESTATES

SUMMARY OF
ADDITIONAL MAN YEAR NEEDS.

NO.	POSITION TITLE	LOCATION	REFERENCE
2	District Land Administrator	Sudbury	4 A
1	Leasing Estates Clerk	Sudbury	4 A
1	District Land Administrator	Sioux Lookout	4 B
1	District Land Administrator	Thunder Bay	5 A
1	Leasing and Estates Clerk	Kingston	5 B
1	Regional Supervisor of Estates	Regional Office	5 C
2	Stenographer	Regional Office	5 D
1	District Land Adminsitrator	Kenora	6 A
1	Leasing and Estates Clerk	Kenora	6 A
1	District Land Administrator	Fort Frances	6 B
1	Titles and Survey Clerk	Regional Office	7 A
1	Land Documentation Specialist	Regional Office	7 A

14 = Total Additional Needs

MANPOWER REQUIREMENTS

ONTARIO REGION LANDS BRANCH

Basic Regional Background Data Affecting
Land Staffing Requirements.

1. Ontario Region has the largest Indian population comprising 63,000 people, living on 185 Reserves comprising 1 3/4 million acres, which land area is greater than any other region. This results in a very large number of individual holding transactions, a heavy load of deceased estates, the largest legal survey programme and extensive membership responsibilities. The current legal survey program of approximately \$720,000 far exceeds other Regions.
2. A recent analysis of all documents recorded in the Indian Land Registry for the second quarter of 1976 showed that 53% of the transactions were from Ontario Region. A copy of this analysis is attached.
3. The allotment system by which the Department recognises the titles of individual Reserve land holding and subsequent transfers is spreading rapidly in Ontario, resulting in a large workload, whereas other Regions only require minimum staffing for this function (approximately 900 allotments and transfers per year).
4. When negotiations for the revision of the 1924 Indian Land Agreement and the Headland to Headland entitlements with Ontario have been completed very considerable field work and local discussions will be necessary to resolve these historical problems which will result in substantial additions to the Reserves.
5. There are approximately 5,000 existing leases and permits within the Region. We process some 2,400 agreements annually with 1975/76 rents of \$1,100,000. Service levy payments to Bands in South Ontario exceed \$300,000.00 per year.

The request for 14 man-years to staff 8 new positions and to cover 6 positions which are staffed but where no man years are available was further accentuated by the following developments:

1. Decentralization of leasing and individual holdings to Region from Headquarters in April, 1976 together with part decentralization of deceased estates. (There are 528 deceased estates outstanding.) We requested 13 man years to cover the extra work load based on Headquarters staff employed in these functions but only received 2 man years.
2. Necessity to staff new land positions in District Offices without land staff but with large backlogs of work. (This need was recognized by the A.D.M. on his recent visit to the Treaty 3 area, when he authorized 2 positions at Kenora and Fort Frances which are included in this request.)
3. Increasing land workload in District Offices caused by the rapid increase in the last 2 years in Economic Development field activity.
4. The rapidly expanding public demand for leasing of recreational cottage lots on Indian land in South and Central Ontario.
5. The installation of a Federal/Provincial communications network in Northern Ontario involving Bell, Telstat and Band airstrips, which will foreshadow other Developments, i.e. motels and tourism.
6. Additional Regional administration caused by Lands becoming a separate program and assuming Membership responsibilities such as Band Divisions, applications for Indian status, etc.

The following figures illustrate the growth of land work in Ontario since 1972.

	<u>1971-72</u>	<u>1975-76</u>
Number of leases and permits	883	2,400
Total rents collected	\$617,633	\$1,100,000
Individual Indian transactions (Allotments & Transfers)	245	897
Legal Survey Program	\$160,000	\$540,000
Surrenders for leasing	1	10
Number of new Reserves created	Nil	8
Lessees' service levy payments to Bands	Nil	\$300,000

The individual backgrounds to the requested positions are attached herewith.

Individual Backgrounds to 14 positions requested.

2 District Land Administrators, 1 Leasing and Estates Clerk,
Sudbury Area.

(A) The Lands staffing plan has been developed on the basis of the "area concept" using shared staff for the Sudbury Area, which embraces the four former Districts of Sudbury, Manitoulin, Sault Ste. Marie and James Bay. This is an extremely large geographical area containing 28 Bands, many of whom have or are developing cottage lot subdivisions for leasing purposes. The old Sudbury District requires a land Administrator and clerk to deal with existing lease and estate work, whilst an assistant Administrator and clerk would cover lease and estate work in the former Manitoulin and Sault Ste. Marie Districts. Whilst there are few land problems in the James Bay area, which covers most of the Hudson Bay coastline, much time and travel is necessary when Band divisions or land exchange problems occur. The three Southerly Districts have many unresolved long-standing problems and large areas of unsold surrendered land which will create a heavy burden of field inspection work, after the revision of the Ontario Indian Land Agreement has been effected.

(B) 1) District Land Administrator,
Sioux Lookout District.

This District covers a large geographical area and with the addition of eight new Reserves from the Big Trout Lake land exchange has a rapidly increasing work load due to Provincial negotiations for land exchanges and treaty entitlements, the Provincial communications programme covering Bell, Telesat and new airstrips and new Economic Development schemes. Three new Reserves will be created in the former Treaty 5 area if proposed Band plebiscites are successful.

(A) District Land Administrator,
Thunder Bay.

This officer would also be responsible for the Nakina District providing coverage for a large geographical area. This area has a rapidly increasing work load due to Provincial negotiations for land exchanges, the Provincial air-strip and Bell-Telstat communications program, new economic development schemes and new housing programs requiring both individual holding transfers and creation of new sub-divisions.

(B) Leasing & Estates Clerk,
Kingston Service Centre.

This clerk is concerned with the document preparation for some 300 annual leasing transactions together with deceased estate and individual holding allotments and transfers. The position is staffed but no man-year is presently available.

(C) Regional Supervisor of Estates,
Regional Office.

This position was staffed in February to meet the partial decentralization of this function from Headquarters to Region and this officer monitors all estate work in the Region and acts as a "trouble shooter" in difficult cases. With the largest Indian population of any Region, we have to reduce a large backlog of 550 estates. After financial authority has been delegated, both disbursements and temporary investments of estate funds will be made from Region. No man-year is presently available.

(D) Stenographers - 2.
Regional Office.

Two stenographers will be required in addition to the one on strength in order to support the 16 Land staff in Regional Office, which since decentralization has had a very large increase in typing work. Annual volume of activity amounts to 3,300 annual transactions. One stenographer will also act as secretary for the A.R.D.

(A) District Land Administrator & Clerk,
Kenora District

The Kenora Land Administrator would be our contact with the Treaty 3 Association research staff so that any land problems could be dealt with at a local level before they became political issues. Apart from long standing contentious issues such as Anicinabe Park and the Headland to Headland problem, some Reserves have individual holding and deceased estate backlogs, which were compounded by the lack of any land staff until 2 months ago. The clerical position is necessary to support this officer and deal with a heavy volume of correspondence. We understand that these positions were approved by the Assistant Deputy Minister on his recent visit.

(B) District Land Administrator,
Fort Frances District.

The Fort Frances Land Administrator would deal with the development of Agency No. 1 which includes a proposed shopping centre and the leasing of the former residential school. There are several land problems with the Municipality including provision of sewers, renegotiation of the Town's park on Agency No. 1, the re-development of the golf course and the possible extension of the airport to the Couchiching Reserve. Sabaskong has a large proposed cottage lot subdivision and other Bands such as Couchiching are contemplating similar developments. This position was approved by the A.D.M.

(A)

1 Titles and Survey Clerk and
1 Land Documentation Specialist,
Regional Office.

These two positions are filled by staff but no man-years are presently available. The Titles & Surveys Clerk deals with work arising out of the decentralization of Individual Indian Interests and membership matters, which were recently transferred to the Lands program.

The Land Documentation Specialist is a member of the leasing unit, whose work was heavily affected by the decentralization of leasing from Headquarters to the Region.

Purpose of Man Year Needs

To improve income and speed of service to Indian people.

	<u>Present Processing Time</u>	<u>Target</u>
Leases	2 to 3 months from Band approval	1 month
Deceased Estates	1 to 3 years from report of death	6 months

To carry out property management duties on existing 5,000 leases and agreements. This work is NOT being done.

To assist Bands to increase rental income by advertising and giving realty assistance on new recreational cottage sub-divisions.



REGIONAL PLANNING - ONTARIO REGION

- JUSTIFICATION FOR ADDITIONAL MAN-YEARS.

The rationale for the existence of a Regional Planning Section in the Ontario Region has at its base the concept that a reserve master plan with its component parts, conceptual future land use, development guidelines and development action plan should be the foundation for the delivery of programs at the reserve level. In addition, the philosophy is that such service is provided in a more meaningful and participative manner by staff (rather than by consultants) who spend the time to ensure constructive citizen participation in the planning process.

There are sixteen reserves in the province actively engaged in the planning process (master plan) with specific project requests resulting from identification of land use zones.

i.e.: A Master Plan may identify suitable areas for housing and recreation development. This then leads to detailed design and planning requirements.

While it is feasible and warranted to add reserves to the Master Plan process the resultant work requirements of a detailed technical level grows at an exponential rate.

The proposed implementation of the new housing policy may result in an increasingly high number of requests to prepare reserve subdivisions (a requirement of the program). If such requests materialized the Regional planning Section would have neither the man power to do the work nor the money to hire consultants to have the work done.

Regional Planning (Cont'd)

No increase in man-years to cover existing positions filled or proposed new positions will mean a decrease in the level of service to the native people. Master plan work will be held in abeyance since delivery on the specifics of the plan will be impossible. Much of the project work will also be delayed or cancelled. A realistic estimate is that one staff member could handle approximately twelve projects at any one time if Master Plans were not included. By current standards that would mean that about fifty current projects would not be worked on and the thirty-four to forty-two presently unfilled requests would remain that way.

The Regional Planning Section is operating at its maximum level and any further work will have to be held in abeyance.

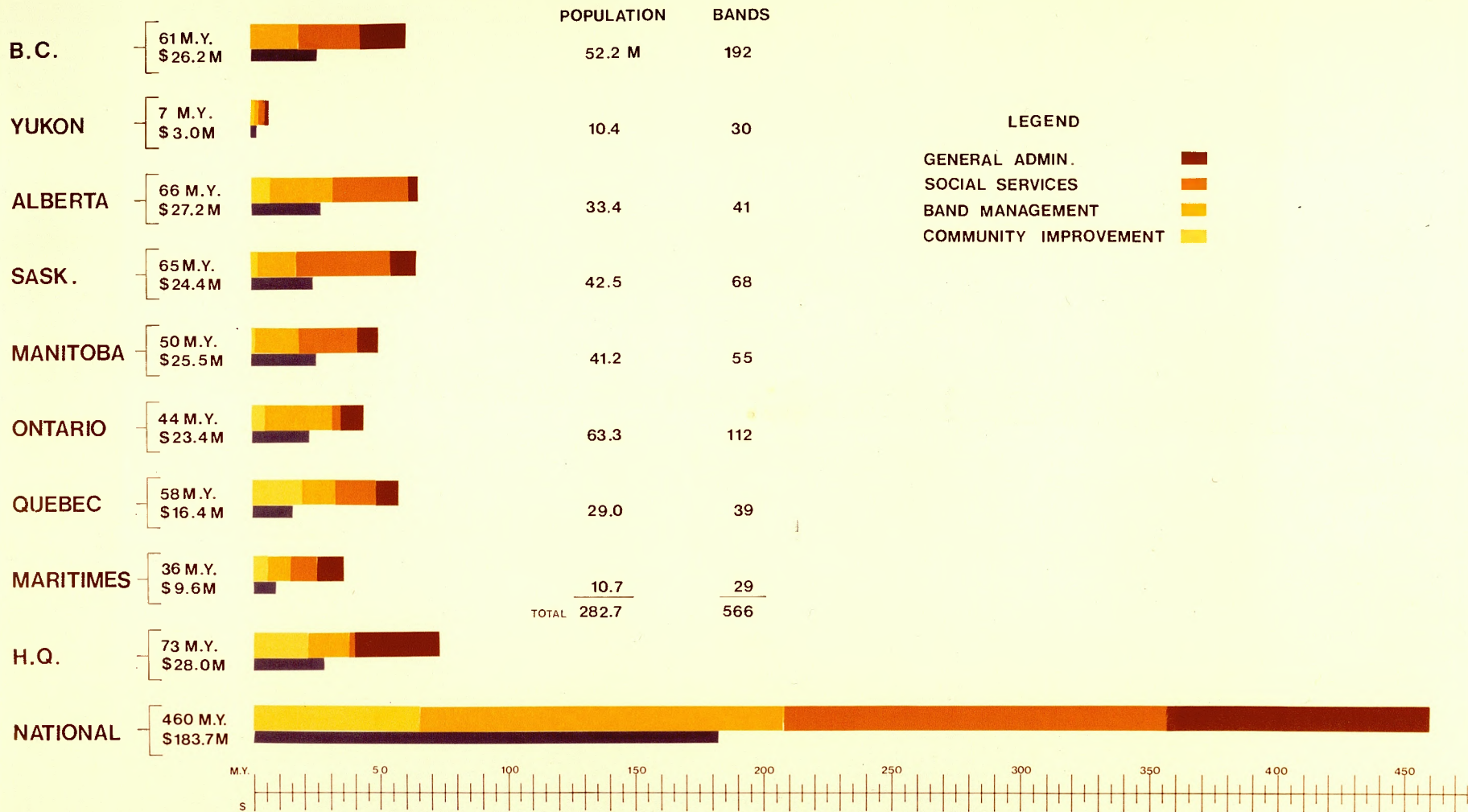
In summary, the next page indicates that unless the Planning process is restricted the additional number of man-years required is 10.

ONTARIO REGION

Present M.Y. Allocation	Positions Filled	Essential Require- ments for Additional Man-Years	No. of Bands in Area.	No. of Reserve Master Plans	No. of Other Reserve Projects	No. of Requests Unfilled Due to Workload	
TORONTO REGIONAL OFFICE	3.	3	0	119	0	0	0
LONDON DISTRICT	0	1	2	10	2	20	0
PETERBOROUGH	1	1	1	17	3	27	6
SUDBURY	1	3	3	39	2	39	5 - 10
LAKEHEAD	1	1	1	16	6	24	6
FORT FRANCES	0	0	1	10	0	0	12 - 15
KENORA	1	vacant	1	12	3	12	5
SIoux LOOKOUT	1	1	1	15	-	24	0
TOTAL	8	10 + vacancy	10	119	16	146	34 - 42



LOCAL GOVERNMENT - 77/78 ESTIMATES



ONTARIO REGION

LOCAL GOVERNMENT MAN YEAR REQUIREMENTS - 77/78

GENERAL

The local Government Section in Ontario Region presently has 44 man years and the requirement to properly deliver the program is an additional 18 man years. The following is a brief justification of the required positions within the Ontario Region.

Administration

Two additional man years required

1. To co-ordinate the financial responsibilities of Local Government, to prepare replies to Ministerial enquiries and to work on special assignments, an Executive Assistant to the Assistant Regional Director, Local Government, is required in Regional office.
2. During the Assistant Deputy Minister's trip to the Fort Frances District, a commitment was made to staff the District with a Superintendent of Local Government. This position is required to provide guidance and administrative leadership to the existing Local Government Advisors.
3. With the amalgamation of the James Bay and Sudbury Districts slated for April, 1977, the James Bay District Superintendent of Local Government's position and man year will no longer be required and could be re-allocated.

4. A man year is required for the District Superintendent of Local Government position in Sioux Lookout.

Social Services

Four additional man years required

1. Our present Regional staff in Social Services consists of 1 Social Worker. One additional position such as a WP 2 position is required in Regional office to maintain the statistical records, follow up on field reports, routine correspondence, the maintenance of contributions to Bands' records, etc.
2. In order to administer and effectively co-ordinate the Social Services program and related policies, it is essential to have 3 professional Social Workers in the Sudbury, Peterborough, and Thunder Bay Districts. Professional direction in the field of social work is a definite requirement to the Band staff. The professional Social Workers will be required to liaise with other Departments, social agencies like Children's Aid Society and Municipalities, in order to improve the delivery of Social Services to Indian communities. Seventy-six Bands administer their social assistance program under the Provincial General Welfare Assistance Act. We have recently been advised by the Ministry of Community and Social Services that the General Welfare Assistance Act and Regulations does not restrict a Band or a municipality from making payments to anyone they choose. It only sets the eligibility criteria and limits payments to receive subsidy, therefore, the Province cannot prevent a Band from making payments to anyone they choose.

All they will do is refuse subsidy of payments that do not conform to the requirements of the Act and Regulations.

From that statement, it is clear that control of such expenditures can only be effected by this Department with constant professional advice being provided to the Bands.

Band Management

Six additional man years required

1. Band Local Government in Ontario is developing at a very rapid pace whereby Bands require a great deal of day-to-day advice and assistance on Departmental programs and their administration of programs. It is expected that the Bands will administer \$20,000,000 in programs from our Department this fiscal year. This amount is expected to be increased considerably next fiscal year. Without our Department having sufficient staff to advise the Bands on a day-to-day basis, it is felt that the bands would be very reluctant to take on the responsibility of administering additional programs and our Department should be just as reluctant to transfer programs when we will be unable to provide the advice required by the Bands. An additional 6 man years is, therefore, required to provide an additional Local Government Advisor in each of the following Districts; Sudbury, Peterborough, Bruce, Fort Frances, Kenora and Lakehead.

Community Improvement

Six additional man years required

1. The Ontario Region presently does not have Community Improvement Advisors in the field. Due to additional work that will be involved in the implementation of the proposed new housing policy, and the related infrastructure, six man years is required.

A great deal of work will have to be carried out with the Bands to organize local housing groups and assist them in the planning for the provision of housing and infrastructure if the proposed new housing policy is to succeed.

Six man years are required to establish such positions, one in each of the following Districts; Sudbury, London, Peterborough, Kenora, Lakehead and Sioux Lookout.

October 5, 1976.

LOCAL GOVERNMENT

REVIEW OF


CURRENT MANYEARS v/s REQUIRED MANYEARS

	<u>CURRENT MANYEARS</u>	<u>REQUIRED MANYEARS</u>
ADMINISTRATION	9	11
SOCIAL SERVICES	3	7
BAND MANAGEMENT	27	33
COMMUNITY IMPROVEMENT	<u>5</u>	<u>11</u>
TOTAL	<u>44</u>	<u>62</u>

ONTARIO REGION

LOCAL GOVERNMENT
LOCATION OF ADDITIONAL STAFF
REQUIREMENTS

	ADM.	S.S.	B.M.	C.I.	TOTAL
REGIONAL OFFICE	2+1	1+1	5	5	13+2
SUDBURY	1	+1	4+1	+1	5+3
LONDON	1		1	+1	2+1
PETERBOROUGH	1	+1	1+1	+1	2+3
BRUCE			+1		+1
BRANTFORD	1		1		2
FT. FRANCES	+1		2+1		2+2
JAMES BAY	1-1		2		3-1
KENORA	1	1	2+1	+1	4+2
NAKINA			2		2
LAKEHEAD	1	+1	1+1	+1	2+3
SIOUX LOOKOUT	+1	1	6	+1	7+2
TOTAL	9+2	3+4	27+6	5+6	44+18





EDUCATION 77/78 ESTIMATES



ONTARIO REGION

EDUCATION

The Creation

Almost twenty years ago an unprecedented infusion of man years into the Department created an instant team of professional educators. The federal government was suddenly convinced that only through an improved education system could the desired improvements for Indian people be achieved. Although some conditions still prevent total success, we believe that the resources in people, dollars, and expanded programs in the mid sixties was successful not only in terms of graduates, but in levels of skill development which for the first time brought forth numbers of educated Indian leaders; a level of understanding which stirred discontent among Indian people; and a nucleus of Indian people on most reserves who could perform or learn both manual and business skills useful in a changing society. During this period the department assumed the responsibility for Student Residences with another tremendous infusion of man years. But then this system began what now seems a prelude to the final phase we see to-day. It began to devour itself.

The Ebb Tide

The phasing out of student residences over the past decade provided a degree of flexibility needed by past Directors General. Indian people began asking for new and improved services. From time to time the emphasis changed back and forth from needs in Local Government to needs in Economic Development. Needs for more federal teachers, man years to meet the post war baby boom, the increased emphasis on more federal schools in isolated communities and the longer school life which is becoming the norm, were usually met within the Region. This flexibility to meet changing needs is almost over.

There remains but one residence in operation.

When the Accountable Contributions program came, Education was ready. Trained members of School committees became integral parts of Band administration. Bands very early began to assume the administration of federal schools and began hiring janitors formerly on Department staff. As a region the Education program began to replace Education Counsellors with Band Employed Social Counsellors. But here too the well is drying up. New programs require "B" level funding. The Department supports the policy of Indian Control of Education but the implementation of the policy requires "B" level funding to provide O & M dollars for new Social Counsellors and Janitors to transfer from Department to Band staff. Until these O & M dollars are provided no additional man years can be freed through this source. Difficulties in Bands obtaining appropriate superannuation plans is also providing a barrier.

The Reality

Contrary to computer statistics, Ontario's Education program is operating at less than five per cent under utilization. This is based on a five-month period including July and August when substitute teachers and temporary and term employees are not included. Two vacant counsellor positions, one class room consultant and two additional teachers were filled in late August. These, plus a vacant EDS 3 and EDS 4 position soon to be filled, will tend to negate any under utilization.

The Request

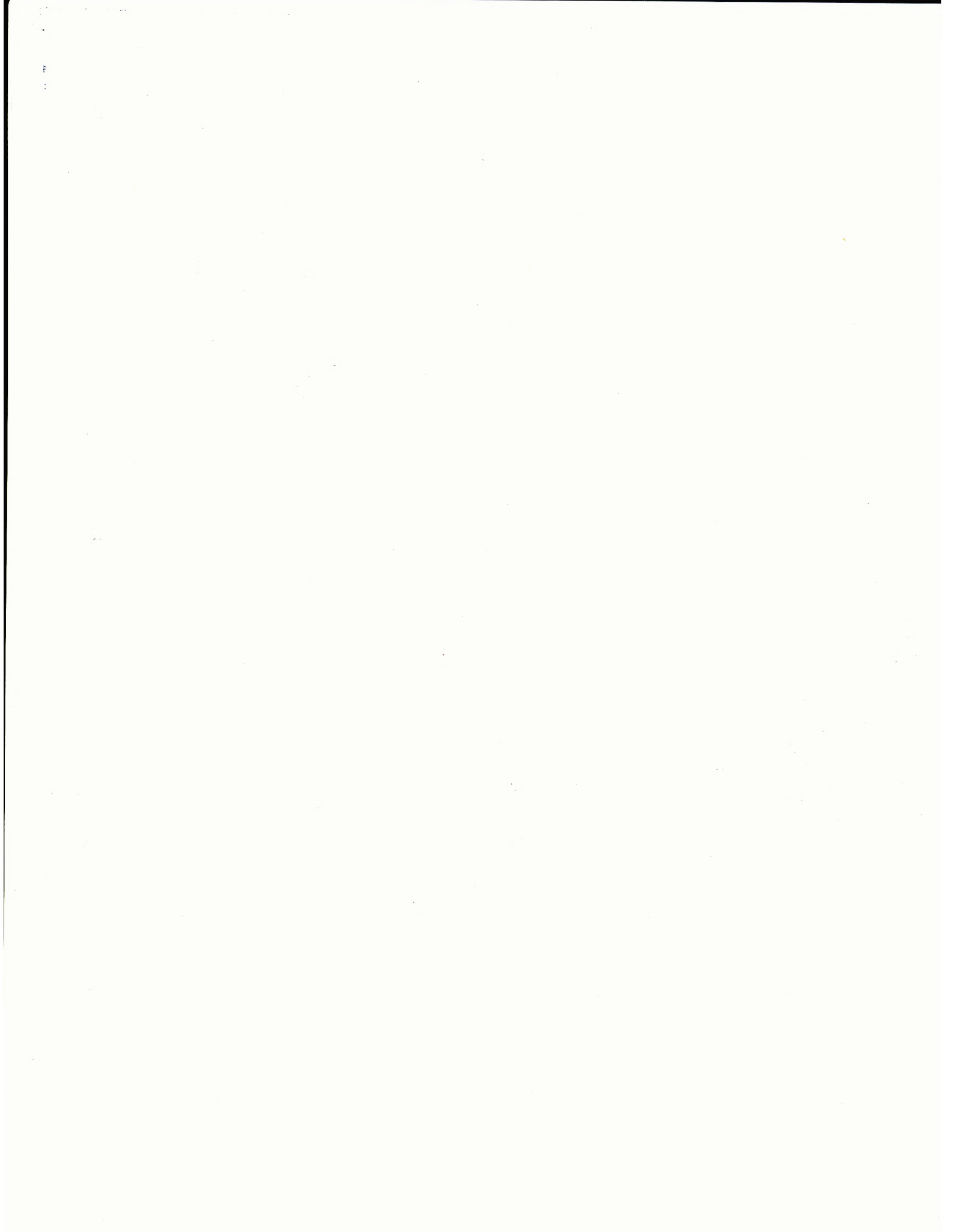
- 1) The formation of a seven-man training team has been by necessity a slow but careful development. This creation can be explained at length and justified in the opinion of the region. It is now ready to fall into place with three positions filled and we request
- the return of 6 man years presently allocated but apparently deleted for 1977/78.

- 2) Having planned a necessary expansion to the Employment and Relocation Counselling services in 1977/78, we request
- information as to what will replace the services presently provided through the unique role provided by these men in Ontario

AND

information as to how we will replace the five member counselling unit in Toronto (indeed they deserve to know their fate).

- 3) Having shown that Education has opened the doors in many areas and provided a needed flexibility in new thrusts and programming priorities, it is our contention that special priority be given to education program in Ontario Region for any future surplus man years arising out of further Student Residence phasing out exercises. Some eighteen positions would be utilized in two main areas.



- A. Six man-years for regional and district professionally trained staff in the area of special education with children who have a variety of learning disabilities. We are not able to purchase this service from County Boards in a manner which meets our need.

- B. Nine men in the area of Continuing Education and Adult Education to provide services made unavailable by the loss of Employment and Relocation officers and which can be justified by a comparison to other regions.

A new federal school in 1978/79 would require ten more.

It is a concern to this region on all three requests outlined that the process of consultation be recognized. It is an ever present thrust by regional and district department staff, that strict adherence to the policy of consultation with Bands be observed. Any arbitrary action by regional office on district staffing has a direct bearing on local operations and affects involvement with Bands. Needless to say such actions on staffing by headquarters upon a region without prior consultation can have drastic effects to one or many Bands and reflects adversely on the Department as a whole. We believe such actions have been taken in the case of our training team, the Employment and Relocation Counsellors and the withdrawal of Student Residence positions. We draw particular attention to the group of Employment & Relocation Counsellors who apparently face some unknown change in destiny on April 1, 1976.

EDUCATION

Computer printout August 31, 1976 indicates
Education under utilized by ----- 25.7 man years

Based on this info, projected utilization to
March 31, 1977 would be ----- 61.0 man years

HOWEVER

After adjusting for the loss of 26 student
residence positions, the true picture is
as follows ---

Under utilized August 31, 1976 --- 3.8 man years

Projected under utilization to March 31, 1977
----- under 5 man years.

2610 ADULT EDUCATION

1976/77 1 W.Y. Supt. of Adult Education

6 W.Y. Training Team

1977/78 Allocation 1 W.Y. Supt of Adult Education

NEED

6 MAN YEARS NOT ALLOCATED

Team Co-ordinator,

Two Facilitators Two Clerical

Stenographic, Support Staff

Local Government Advisor, Staff Training
Advisor.

IMPACT PROGRAM

BAND LOCAL GOVERNMENT TRAINING

BAND ECONOMIC DEVELOPMENT TRAINING

- co-ordinate all Band training
- conduct training sessions
- define needs
- evaluate programs.

2810 EMPLOYMENT AND RELOCATION OFFICERS 10 M.Y.

1977-1978 ALLOCATION TOTALLY ELIMINATED
(NATIONALLY)

WHAT REPLACES THESE SERVICES ?

ONTARIO

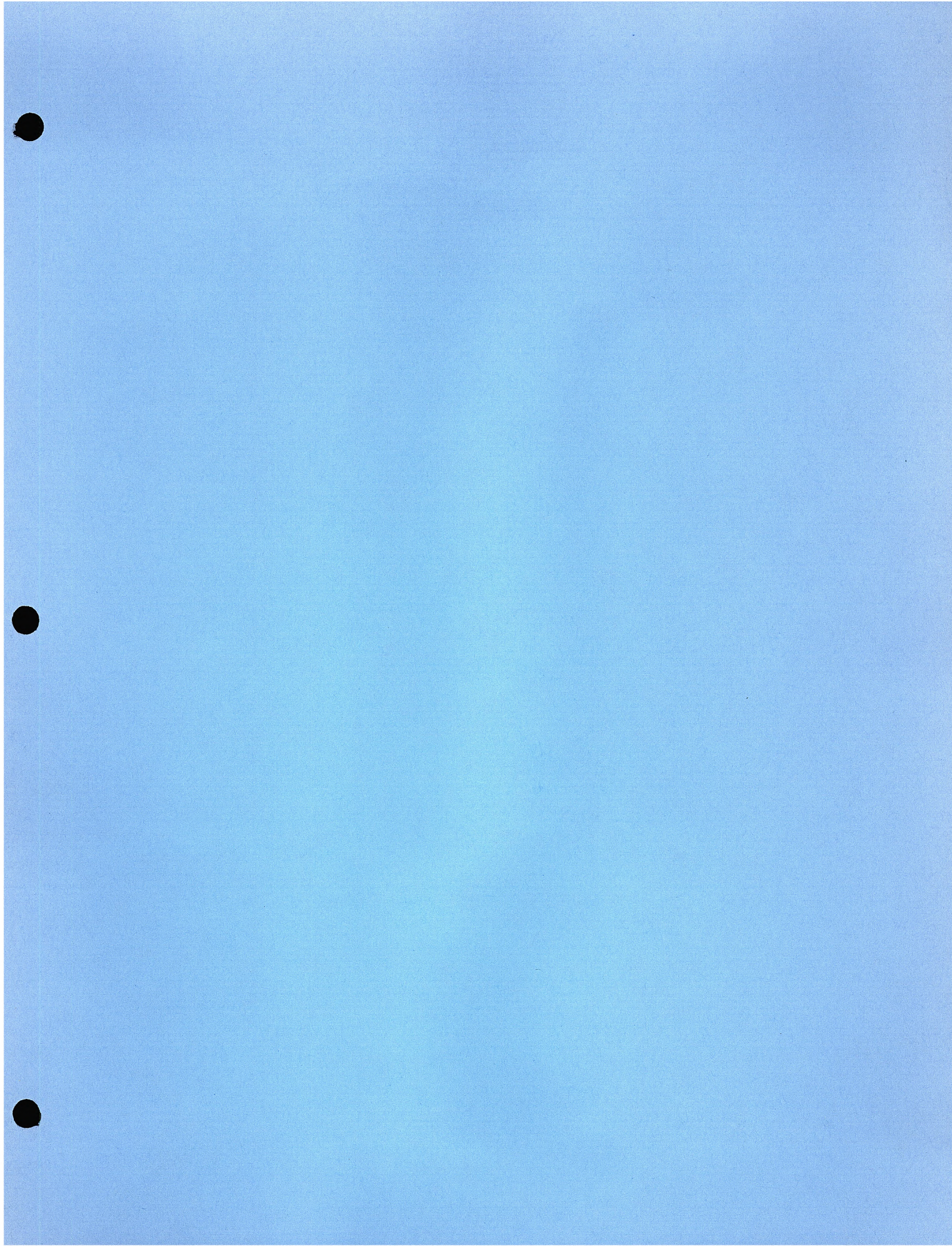
ROLE Much more than Employment and Relocation

- Continuing Education Advisor
- Training Programs Band Staff
- Training on Job
- Off Reserve Housing
- Liaison
- Budget Input etc.
- Training re Economic Development
- Miscellaneous duties as assigned by D.S.E.

A.B. Ontario District set up has D.S.E. with minimal counsellor support (no Adult Education or Continuing Education Superintendents)

EDUCATION REQUEST

- A. 6 ADDITIONAL MAN YEARS IN 2610 FOR TRAINING TEAM FOR 1977-1978 .
- B. WHAT REPLACES THE SERVICES PROVIDED BY ONTARIO'S PROPOSED 10 EMPLOYMENT AND RELOCATION COUNSELLORS IN THEIR UNIQUE ROLES
- C. AS MAN YEARS GRADUALLY BECOME SURPLUS THAT EDUCATION PROGRAM HAVE THE FIRST CHOICE.



ONTARIO REGION

Additional Man-Years Requirement - 1977/78
Administration

PERSONNEL

There is a current requirement for an additional 2 man-years, one officer and one clerk. This is to cope with current system-imposed requirements such as:

- Deputy Minister's policy statement concerning EOW.
- Requirements concerning Manpower Adjustment Procedures
 - lay-off and transfer occurring because of closure of student residences and growth of area except in Ontario.
- Clerical and operational requirements of DPIS (Departmental Personnel Information System).

Present man-year - 15)	N.B: For unknown reasons man-years have been
Regional man-year - 17)	
		reduced from 15 to 14 in the Estimate for 77/78.

FINANCE

In Finance there is a desperate requirement for improved Financial and Internal controls.

Reference is made to the A.D.M.'s letter of September 7, 1976 dealing with the subject of audits in Regional and District offices. A copy of this -- letter is herewith attached.

The A.D.M.'s letter calls for greater delegation of authority to be given to field operations in order that responses to audit observations become more timely.

Coupled with this delegation is accountability for decisions and actions. Again it is stated in the letter that many of the audit observations have persisted since 1967. The Ontario Region therefore requests 4 man-years in the form of Financial control and systems officers in order to affect the required controls and improvements in systems. In addition to this one man-year is required for the M.I.S. program which is presently being introduced.



OTTAWA, Ontario K1A 0H4

September 2, 1976.

SEP 7 00 30 '76

Regional Director General,
Indian and Eskimo Affairs
Ontario Region

Your file / Votre référence

Our file / Notre référence

Audits - Regional and District Offices

On June 8, 1976 the Deputy Minister with other members of the Department appeared before the Standing Committee on Public Accounts. As you are aware, this Committee is charged with examining the management of government departments, agencies and corporations as a result of the Auditor General's observations. As a general comment the committee members were extremely concerned about the observations that continue to appear in our audit reports both at the District and Band level. A copy of the prepared questions from the committee and our answers is attached as well as a copy of the minutes of the proceedings. The copy of the minutes should reinforce the comments expressed on recurring items.

One of the recommendations of the Royal Commission on Government Organization was for greater delegation of authority to be given to field operations in order that responses could be more timely and action taken to expedite services. Coupled with this delegation which incidentally was heartily endorsed and accepted by field managers was the accountability for decisions and actions. This accountability appears to be one facet of the operation that has not been accepted by field management. One questioner on the committee asked the representative from the Auditor General's office how long these same comments relating to district management had appeared in his report. The response was that the comments had first appeared in 1967 and have continued ever since. There was a time the Auditor General's representatives appreciated the problems of our Program management and were possibly even tolerant of the situation because of the difficult circumstances under which our staff are operating, however there is a limit to this tolerance.

One major component of the audits which is of some concern is the recurring items which from reviewing previous audits were supposedly corrected. As I indicated one member of the committee raised this very observation and as you can appreciate this is completely unsatisfactory and undefendable and therefore in order to improve this situation, I propose to take the following action:

- a) An audit committee will be formed in Ottawa consisting of the Operational and Finance branches to review audit observations and the proposed corrective action.
- b) Periodic reviews will be made to districts and regions to ascertain that the reported corrective action has in fact been taken. I need not indicate to you what my reaction will be if such is found not to be the case.

In addition to the above, I should also indicate that it is my intention to rate the management capability of the Directors-General in their annual evaluations and I would expect that you will do as such for your District Managers and other senior regional staff.

The Deputy Minister will be required to appear again before the Public Accounts Committee next year. It is my intention to reassure him that there will be a minimum of audit observations to contend with next year and in future years. Therefore, I am placing this responsibility on the Directors-General to ensure that I can fulfil this commitment.



P.C. Mackie,
Assistant Deputy Minister
(Indian and Eskimo Affairs).

Attchs.

OVERVIEW OF MAN-YEARS 1977/78

National Picture 1977/78 Program Forecast to Estimates

- Appendices I and II summarize the National changes in Man-years from the time of the 1977/78 Program Forecast (Fall 1975) to the Fall of 1976.

Appendix I indicates the National distribution of Man-years by Program whereas appendix II is a distribution by Region. Pertinent points pertaining to the Ontario Region indicate the following:

- a) The Ontario Man-year total was decreased by 73 or 7.8%.
 - b) The Economic Development Program received 45 additional Man-years during the year. None of these went to the Ontario Region.
 - c) In excess of 50 Man-years were added to the different Headquarters Administrative areas.
- The information used at Headquarters to project Man-year utilization differs substantially from the Regional projections.

Examples:

- a) The A.D.M.'s letter of July 18, 1976 projects Man-year utilization to March 31, 1977 as - 825
 - b) H.Q.'s financial branch on July 30/76 projected - 904
 - c) The Regional projection to March 31, 1977 is - 873
 - d) Taking the mid-point between (b) & (c) is - 889
- Therefore the 1977/78 Estimates of 864 in view of an anticipated usage of 889 in the current year is unrealistic.

The main reason for the differences in projected utilization is the fact that no proper adjustments are being made at Headquarters for the elimination of student residences causing great differences.

Let's take for example the five months ending August 31, 1976. Taking the computer report one would deduct that this region is under-utilized by 22.3 Man-years.

If one properly adjusts for the closing of the student residences the true facts are that we are only under-utilized by a fraction of one Man-year, namely .4. If the present trend continues, the Ontario Region would effectively be over-utilized in the current year between 3.0 and 4.6%.

We believe that there should have been consultation and discussion between Headquarters and the Region of the facts before the 76 Man-Years were arbitrarily taken away.

The true needs for additional Man-years in Ontario can therefore be summed up as follows:

Local Government	18
Economic Development	41
Lands	14
Education	6
Planning	10
Administration	7
	<hr/>
Total	96
	<hr/> <hr/>

MANYEAR CHANGES

FROM 77-78 PROGRAM FORECAST
TO ESTIMATES BY ACTIVITY

	PROGRAM	FINAL	CHANGES	
	FORECAST	ESTIMATES	NO.	%
LOCAL GOVERNMENT	448	460	+ 12	+ 2.7
EDUCATION	3,104	2,994	-110	- 3.5
EC. DEVELOPMENT	524	569	+ 45	+ 8.6
	<u>4,076</u>	<u>4,023</u>	- 53	- 1.3
GENERAL ADMIN	145	170	+ 25	+ 17.2
SUPPORT SERVICE	485	526	+ 41	+ 8.5
FIN. SERV.	217	211	- 6	- 2.9
PERSONNEL	148	171	+ 23	+ 15.9
CONSULT. & NEG. (INFO)	36	39	+ 3	+ 8.3
ENG. & ARCH.	291	299	+ 8	+ 2.8
MASTER PLAN	27	29	+ 2	+ 7.4
INFORMATION	1	9	+ 8	+ 800.0
	<u>1,350</u>	<u>1,454</u>	+104	+ 7.7
GRAND TOTAL	<u>5,426</u>	<u>5,477</u>	+ 51	+ .9

MANPOWER CHANGES

FROM 77-78 PROGRAM FORECAST
TO ESTIMATES BY REGION & H.Q.

REGION:	PROGRAM FORECAST	ESTIMATES	CHANGES	
			NO.	%
MARITIMES	225	235	+ 10	+ 4.4
QUEBEC	800	801	+ 1	-
ONTARIO	937	864	- 73	- 7.8
MANITOBA	719	727	+ 8	+ 1.1
SASKATCHEWAN	865	870	+ 5	-
ALBERTA	648	650	+ 2	-
YUKON	76	76	-	-
B.C.	669	664	- 5	-
TOTAL REGION	4,939	4,887	- 52	- 1.1
HEADQUARTERS	487	590	+ 103	+ 21.2
NATIONAL TOTAL	5,426	5,477	+ 51	+ 0.9

ONTARIO REGION

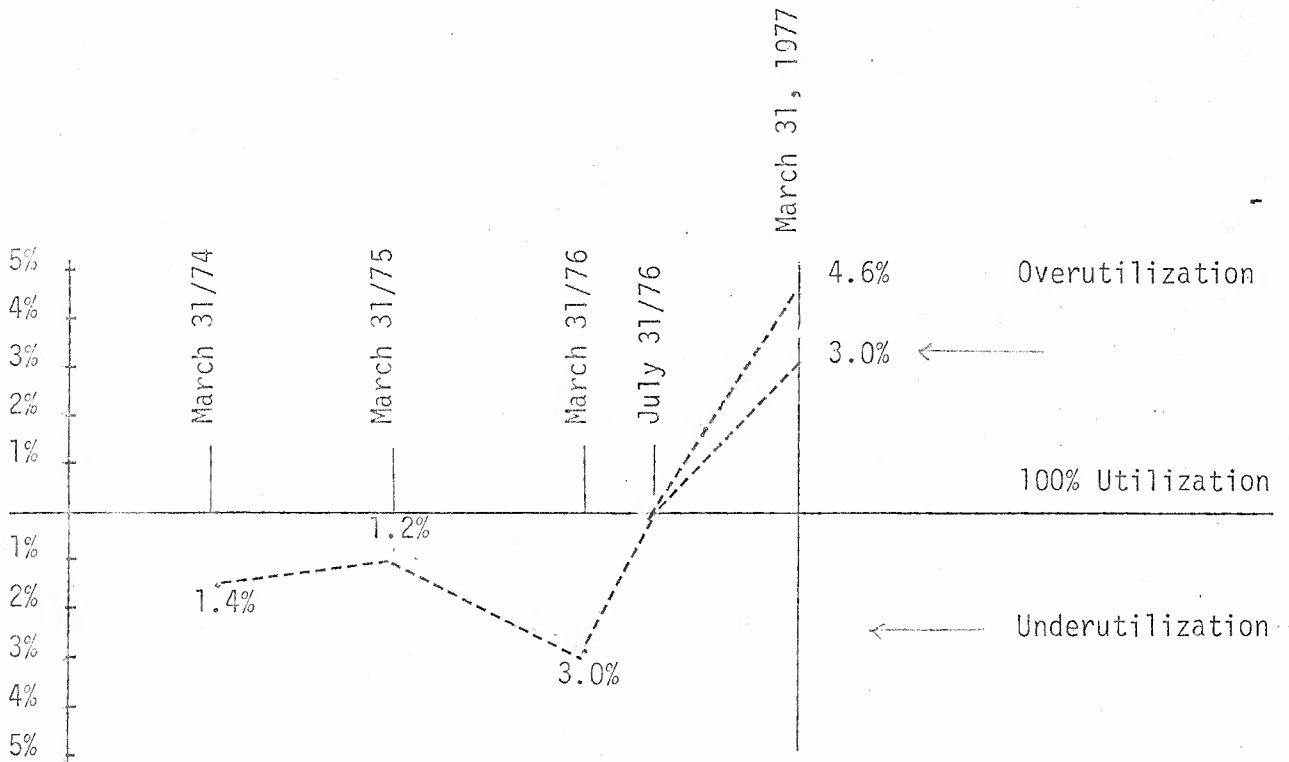
MANPOWER UTILIZATION AS AT AUGUST 31, 1976

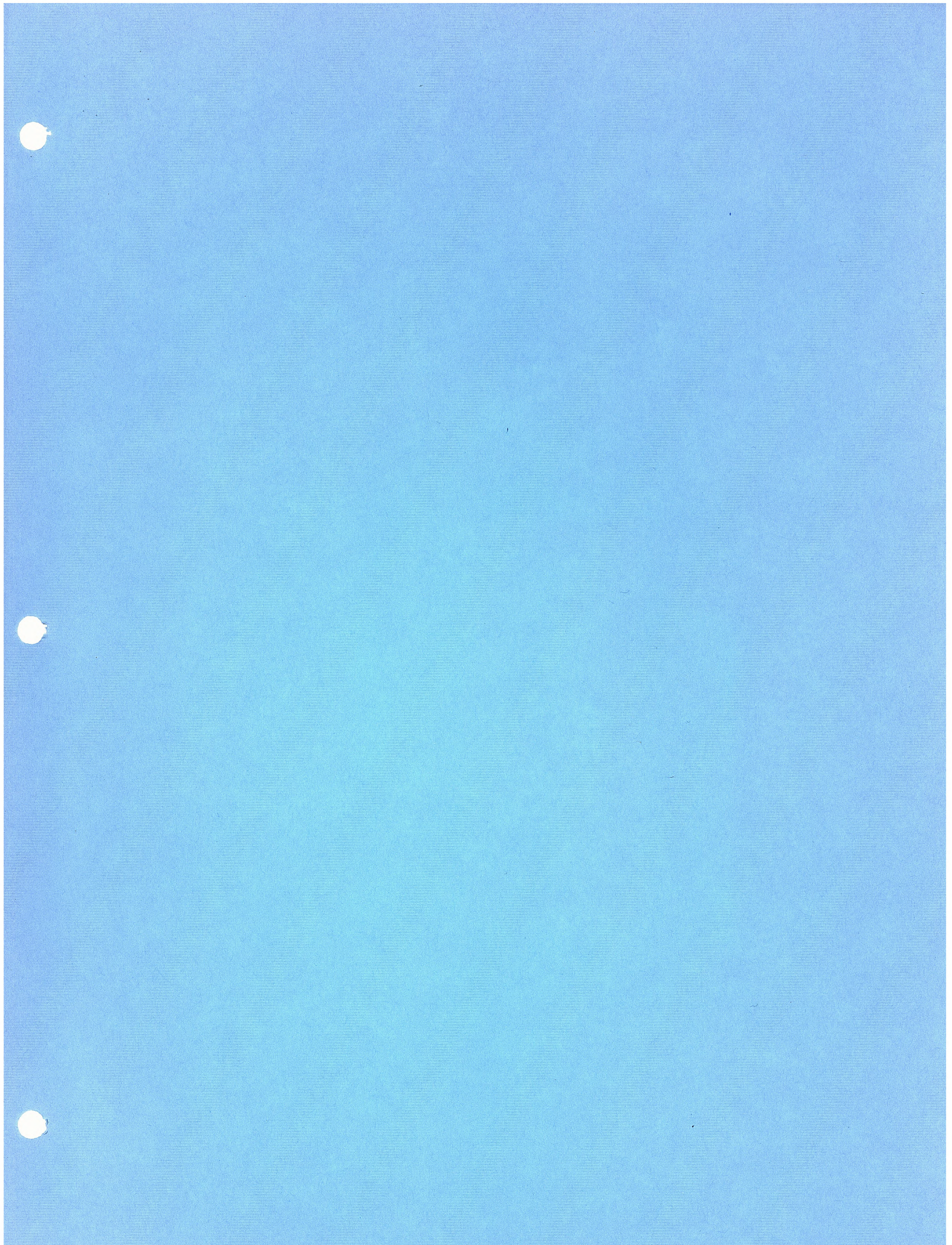
	BUDGET 76 -77	BUDGET APR. 1 TO AUG. 31/76	MAN YEAR USED APR. 1 TO AUG. 31/76	VARIANCE M.Y. %	
LOCAL GOVERNMENT	44	18.3	16.8	1.5	8.2
EDUCATION	542	226	222.2	3.8	1.7
ECONOMIC DEVELOP.	58	24.1	29.1	(5.0)	(20.7)
ADMINISTRATION	226	94.1	94	0.1	-
TOTAL	<u>870</u>	<u>362.5</u>	<u>362.1</u>	<u>0.4</u>	<u>-</u>

ONTARIO REGION

Projected Man Year Utilization to March 31, 1977

	<u>Man Years</u>
- Projected utilization as per Mr. P. C. Mackie's letter of July 28, 1976.	825
- Utilization as per H.Q. manpower utilization report July 30, 1976.	904
- Utilization as per Regional calculation	873
- Utilization to March using mid-point between H.Q. and Region	889
- Allotted M.Y. for 77/78 estimates is	864





Closing Remarks

- I sincerely hope that we have been able to point out to you to-day that the Ontario Region has insufficient manpower strength to be able to effectively serve the Indian population of this province. There seem to be unexplained discrepancies in the distribution of man-years across the country - with Ontario getting the short end of the stick.

Hopefully the present ongoing study on manpower distribution will shed light on this and correct the inequities - however we cannot wait for this.

- This is not the first time that the Ontario Region has requested a more equitable distribution of man-years.

Our latest plea in the form of a reply to the A.D.M.'s letter of August 17, 1976 was completely ignored and left unanswered.

- On September 30, 1976, 72 man years were unilaterally taken away by Headquarters from this Region without consultation or discussion.

In the light of a decentralized management environment this action is unacceptable and needs further clarification.

- In the meantime the Ontario Region cannot accept the man-year allocation for the 1977/78 fiscal year and requests immediate rectification of the inequities before the 77/78 Estimates are firmed up.