

Regional Overview  
Ontario Region  
1980-87 Plus

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DEPT. OF INDIAN AFFAIRS  
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ONTARIO REGION

OVERVIEW

FEBRUARY 1980



TABLE OF CONTENTS

Part A General Information

Statistics

Budget

Per capital comparison based on registered native population

Demographic Trends

Ontario Region Registered Population

Demographic Summary

Indian Associations in Ontario

Ontario Regional Liaison Council

Organization

PART B Programs

Education

Lands

Local Government

Planning

Engineering and Architecture

Training and Development

Finance and Administration

Intergovernmental Affairs

Personnel

Information Services

PART C Economic and Employment Outlook for Ontario

PART D Issues

Housing

Person Years

Native Employment Program

Planning Process

PART A

GENERAL INFORMATION

ONTARIO REGION

	<u>TOTAL</u>
Indian Bands	115
Acreage - Reserve Land	1,650,000
Indian Reserves	177
Indian Settlements	6
Status Indians	67,460
Percentage of Indian population of Canada	22%
Percentage of Ontario population	.79%
Percentage on reserve and crown land	68%
Percentage off reserve	32%
Percentage under age 30	66%
Percentage living north of 46	55%
<u>Percentage living in south</u>	<u>45%</u>

Statistics as of December 31, 1978

BAND ADMINISTRATION

Percentage of budget administered by bands	48%
Indians employed by bands	600 (approx.)

EMPLOYMENT

Indian businesses	500 (approx.)
Indians employed in these businesses	2,000

REGIONAL STATISTICS

\$

BUDGET:	40,855,600	Operations & Maintenance
	6,983,900	Capital
	72,060,800	Grants and Contributions
	<hr/>	
	\$119,900,300	TOTAL

CAPITAL

1977-78	-	\$23 M	
1978-79	-	\$21 M	
1979-80	-	\$27 M	
1980-81	-	\$27.8 M	20.6% OF NATIONAL

STAFF-YEARS

1975-76	-	962
1976-77	-	875
1977-78	-	871
1978-79	-	868
1979-80	-	867
1980-81	-	867



INDIAN & INUIT AFFAIRS  
ONTARIO REGION

(\$,000)

	79/80 <u>Revised Budget</u>	80/81 <u>BUDGET</u>
<u>Non-Discretionary</u>		
Child Care	3,988	4,555.7
Social Assistance	13,593	15,832.8
Federal Schools	3,448	4,677.0
Non-Federal Schools	20,083	23,188.0
University & Prof.	3,170	3,866.0
Adult Care	-	792.7
Salaries	6,000	8,439.0

Sub-Total

\$ 50,282

\$ 61,351.2

8439.0

52,912.2

TARGET

46,529.5

Discretionary

Capital	25,031	27,800.0	27.800
O & M	20,901	19,509.0	} 30,746.4
Contributions	23,686	25,818.0	
Sub-Total	\$ 69,618	\$73,127.0	

GRAND TOTAL

\$119,900

\$134,478.2

Listed by Descending size  
of Client Population

PER CAPITA COMPARISON BASED ON  
REGISTERED NATIVE POPULATION  
(INDIAN & INUIT)

REGION	Indian	POPULATION Inuit	TOTAL	Total 1979/80 Budget	\$ Per Cap- ita	Total Discre- tionary VCC 5,10,15 (\$000's)	\$ Per Cap- ita	Total Non-Dis - cretionary VCC 5, 15 (\$000's)	Per Cap- ita	Staff Years 79/80	S-Y per 1000 Native Population
Ontario	66,057	-	66,057	118,951	1,801	77,587	1,175	41,365	626	867	13.1
B.C.	54,318	-	54,318	114,474	2,107	61,555	1,133	52,920	974	646	11.9
Sask	44,986	-	44,986	101,616	2,259	59,358	1,319	42,258	939	883	19.6
Manitoba	43,349	-	43,349	100,516	2,319	55,551	1,281	44,965	1,037	723	16.7
Alberta	35,162	-	35,162	89,348	2,541	45,819	1,303	43,529	1,238	656	18.7
Quebec	30,175	4,410	34,585	84,685	2,449	55,447	1,603	29,238	845	610	17.3
N.W.T.	7,541	16,150	23,691	2,170	92	2,170	92	-	-	13	.5 ***
Atlantic	11,093	2,200	13,293	36,484	2,745	23,009	1,731	13,475	1,014	246	18.5
Yukon	3,217	-	3,217	10,124	3,147	7,594	2,361	2,530	786	86	26.7 **
H.Q.	-	-	-	77,493	-	60,037	-	17,456	-	513	-
TOTAL	295,898	22,760	318,658	735,860	2,309	448,127	1,406	287,736	903	5,243	16.5

\*\*\*Taken care of by Northern Program

\*\* Supported also by Northern Program

Population figures were from Nationally published Statistics  
by DIAND and represent December 31, 1976 (Inuit) and  
December 31, 1977 (Indian) populations.

## DEMOGRAPHIC TRENDS

The on-reserve population in the Region, as of December 31, 1978 was 43,864. This represents 65% of the total Indian population in the Province. The population living in organized communities on crown land represents another 3% of the total Indian population in Ontario. Although these communities do not have official reserve status, Ontario Region treats them as reserves in the delivery of programs and services.

By 1978, the percentage of the total registered Indian population residing off-reserve was 32%. This percentage has remained relatively stable since 1971.

An accurate indication of this growth is very difficult to predict for two reasons:

- (a) Since 1970, the rate of growth for the off-reserve population has slowed down dramatically. This implies that net out-migration from reserves and settlements has probably declined and that a return migration to the reserves has also been occurring.
- (b) On the other hand a very sizeable population is expected to enter the young adult age group (15-24) during the first half of the 1980's and this age group tends to be highly mobile. However, if depressed economic conditions in the cities persist, then the number of expected out-migrants from reserves may not materialize. Such a situation would create serious pressures on housing, employment and social assistance programs given the expected growth of this young adult population on reserve.

While the Indian population as a whole is increasing, the corresponding birth rate has been declining since 1965 and is projected to continue to decline into the future. This decline has already led to a significant decrease in the rate of growth of the elementary school population. At the same time, however, as noted above, a significant increase in the 15-24 age group has been identified and an even more dramatic increase in this age group is projected in the 1976-86 period as a result of a marked increase in births among Indian people in the 1960's. This trend will produce concomitant increases in the potential secondary school age population; the potential labour force; new family formations and possibly increased migration to and from the reserve community. In light of this projected increase in the youth population age groups and if current retention rates at the secondary school level are maintained, the net result will be a large, young, unskilled, inexperienced population entering the labour market with a subsequent probable increase in social assistance.

The compound effect of these population pressures and changes will have its most dramatic impact on the Indian reserve community. Leadership and organization at the reserve level is a necessity if the Indian community is going to be effectively able to understand and manage its future. Education and management training will be required for developing capable band managers. Career development will require examination as an integral component of education and training. Post secondary education and management training should be considered major areas of thrust for the development of future human resources.

Increased population pressure especially amongst the 15-24 age group (the age of family formations) results in community growth and is reflected in a need for community planning, new housing, and employment opportunities. Thrusts should therefore be placed in these areas also.



ONTARIO REGION REGISTERED POPULATION  
BY SEX AND RESIDENCE IN 10 YEAR AGE GROUPS

<u>AGE GROUP</u>	<u>ON RESERVE</u>			<u>OFF RESERVE</u>			<u>CROWN LAND</u>			<u>TOTAL</u>		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Unstated	1	16	17	11	48	59	2	1	3	14	65	79
0 to 9 years	5,073	4,939	10,012	1,817	1,851	3,668	270	254	524	7,160	7,044	14,204
10 to 19 years	5,619	5,487	11,106	2,430	2,431	4,861	270	227	497	8,319	8,145	16,464
20 to 29 years	4,098	3,894	7,992	1,925	2,368	4,293	138	148	286	6,161	6,410	12,571
30 to 39 years	2,436	2,115	4,551	1,587	1,767	3,354	98	111	209	4,121	3,993	8,114
40 to 49 years	1,733	1,473	3,206	980	1,053	2,033	87	67	154	2,800	2,593	5,393
50 to 59 years	1,223	1,153	2,376	674	790	1,464	43	45	88	1,940	1,988	3,928
60 to 69 years	925	824	1,749	445	438	883	37	27	64	1,407	1,289	2,696
70 to 79 years	486	498	984	290	391	681	25	23	48	801	912	1,713
80 to 89 years	<u>215</u>	<u>248</u>	<u>463</u>	<u>132</u>	<u>190</u>	<u>322</u>	<u>9</u>	<u>10</u>	<u>19</u>	<u>356</u>	<u>448</u>	<u>804</u>
TOTAL	21,809	20,647	42,456	10,291	11,327	21,618	979	913	1,892	33,079	32,887	65,966

N.B. - based on December 31, 1978 population figures compiled by Departmental Statistics Division, Department of Indian Affairs and Northern Development, Ottawa.



## DEMOGRAPHIC SUMMARY

1. Currently the growth rate for the registered Indian population of Ontario is 50% higher than that of the provincial population.
2. The growth rate for the Registered Indian population is projected to decline in the 1980 decade due to an expected continued decline in their birth rate.
3. The Registered Indian population constitutes slightly more than three-quarters of one per cent of the total provincial population.
4. The Indian birth rate declined substantially between 1966 and 1976, although their birth rate is still currently one and a half times higher than that of the province; the decline in the Indian birth rate is expected to continue to 1986.
5. Although Indian mortality has been decreasing, particularly the infant death rate which has declined from 27 deaths per 1,000 live births in 1973 to 18 by 1976, the overall Indian death rate still exceeds the provincial infant death rate.
6. The death rate for the adult age group 20-44 is four times higher than that for the Ontario population in the same age group.
7. As early as 1981, the young adult Indian population (aged 15-29) will increase its share of the total Indian population to 33% having risen from 26% in 1966.
8. In recent years the percentage of the population off-reserve appears to have stabilized; if this continues, the proportion off-reserve is expected to decrease somewhat from 31.9% in 1976 to 31.3% by 1986.
9. The proportions of the mobile age groups 20-29 residing on reserves and Crown land have been increasing since 1973 and this trend is forecast to continue into the 1980's.
10. Reserves in Indian Affairs districts located close to urban areas tend to have higher proportions of population off-reserve, e.g. Brantford District with 42% and London 36%, in comparison with the more isolated districts of Nakina and Sioux Lookout with 16% and 19% respectively.
11. Bands located in semi-urban areas had 39% of their population off-reserve.

### Health

12. Nearly 33% of Indian deaths are due to accidents, poisonings and violence (suicides, homicides, drug overdoses, motor vehicle accidents) versus only 8% in the Ontario population.

### Education

13. The retention rate for Indian students in Ontario through grade 12 has remained virtually static at 34% since 1973; this is about one-half the rate for all provincial students.
14. Primary school enrolment of Indian students in Ontario is expected to show a sharp decline during the next decade as substantial decreases have been forecast for the population aged 5-14 years.

### Employment

15. The percentage of the Indian population in the labour force age group is expected to rise from 57% in 1976 to 65% in 1986; from 37,000 to about 47,000 by 1986.
16. During the next decade, the ratio of the dependent Indian population (children and elderly) in Ontario to the Indian population in the labour force age group will shift from 75 to 54 dependents per 100 persons in the 15-64 year age group.

### Housing

17. In 1977, more than one out of every four family units on Indian reserves in Ontario lacked liveable housing.
18. Future demand for housing on Ontario's reserves will be very heavy as the on-reserve population aged 20-29 years has been forecast to increase at four times the rate of the total on-reserve Indian population.

### Social Services

19. More than 70% of the Registered Indian population on-reserve in Ontario in 1977 were recipients of social assistance payments. Some 10% of the total number of children-in-care in Ontario in 1977 were of Indian origin.

### Justice

20. Among native inmates 52% were incarcerated in federal penitentiaries for violent crimes (eg. murder, manslaughter, rape, etc.) compared to only 31% among non-natives.
21. The majority of native and non-native inmates are concentrated in the age group 20-34, 79% of natives and 64% of non-natives.



INDIAN ASSOCIATIONS IN ONTARIO

There are four Indian Associations in Ontario which provide basic service to their member bands as well as representing and protecting their social and economic rights.

The Chiefs of Ontario office facilitates consultation, discussion, planning and implementation of matters affecting Indian people of Ontario.

<u>Association</u>	<u>Bands</u> (Population)	<u>Area</u>	<u>Services</u>	<u>Funding</u> (1979-80)
				a) DIAND b) OTHERS c) TOTAL
Association of Iroquois & Allied Indians	6 bands (5,439)	Southern Ontario, Sault Ste. Marie and Georgian Bay area	Housing, education, treaty research	a) 310,725 b) 127,942 <u>438,667</u>
Grand Council Treaty #9	42 bands (15,674)	Manitoba to Quebec borders within Hudson's and James Bay watersheds	Economic Development treaty research, education, medical services, sports, alcohol & drug abuse, leadership training	a) 324,160 b) 226,458 <u>550,618</u>
Grand Council Treaty #3	25 bands (7,627)	Northwestern Ont. S. of Red Lake	Econ. Development, treaty research, housing, recreation, health, hockey school, cultural centre	a) 238,057 b) 187,209 <u>425,266</u>
Union of Ontario Indians	45 bands (23,975)	Southwestern & S.E. Ont. bands north of Superior and along Georgian Bay	Treaty research, education, recreation, housing, law library	a) 617,056 b) 255,455 <u>872,511</u>
Chiefs of Ontario	-	-	-	a) 602,139 b) 77,948 <u>680,187</u>

## ONTARIO REGIONAL LIAISON COUNCIL

The Ontario Regional Liaison Committee was initiated by Ontario Regional Director General, Fred Kelly in 1976 to act as an advisory body to the Ontario Region. Band level input is through membership on District Liaison Councils that constitute the O.R.L.C. Membership is region wide.

An agreement was signed by the Minister in December 1979 to officially recognize the body. (The ORLC will be signing the agreement in February). The mandate of the council as outlined by the Minister in the letter of agreement is outlined:

"By means of this letter of agreement, I hereby authorize and mandate the Ontario Regional Liaison Council to act:

- as an advisory body to the Minister of the Department of Indian and Northern Development through the Ontario Regional Director and his Management Committee, on all matters that have a direct bearing on the Indians of Ontario.
- through the District Liaison Councils as a consultative unit and shall ensure that local Band views are sought, represented and properly addressed without usurping the primacy of the Band.
- to ensure that joint management is effected between DIAND and Indian representation in all policy development, action plans, goals and objective setting with the attendant components of priority identification, implementation, monitoring and evaluation.
- to ensure the design of methods and mechanisms wherein authority, responsibility and accountability are transferred to Indian Control as determined by the Indian people
- to ensure that Indian self-determination is pursued as ultimate goal in governmental policy, directions and operations."

REGIONAL DIRECTOR GENERAL

DIRECTOR OF OPERATIONS

Intergovernmental  
Affairs

Finance and  
Administration

Personnel

Information  
Services

Executive  
Assistant

Economic and  
Employment  
Development

Education

Lands, Membership  
and Estates

Local Government

Engineering and  
Architecture

Planning

Training and  
Development

Bruce

Sudbury

London

Peterborough

Brantford

Brantford  
Education

Fort Frances

James Bay

Kenora

Nakina

Lakehead

Sioux  
Lookout



PART B

(ECONOMIC AND EMPLOYMENT DEVELOPMENT  
IS BEING HANDLED SEPARATELY)

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1. Quality Education Through Community Action

A) Analysis

The elementary school enrolment appears to have stabilized. At the same time an increase in the retention rate at both the elementary and secondary levels has created a noticeable growth in enrolment in the secondary and continuing education activities (Bulge effect). Retention of teaching staff over a longer period will facilitate the development of culturally relevant curricula, federal school standards and a native language program. Increased involvement at the local level has raised the issue of high schools on reserve and the return of elementary students from provincially operated schools to band or department operated federal schools.

B) Initiatives

A stabilization of the total elementary school population across the region will reduce the demand for new school facilities. However, a program for school maintenance and renovation to meet changing needs has been established under the Regional Engineering and Architecture Program (Mr. G. Conquergood). The continued growth in the University and Professional category has been reflected in the program forecast and cannot be judged on a percentage based increase. The establishment of a co-ordinator for the program of community involvement in education and subsequent follow-up will result in increased awareness and understanding by band members. Teams consisting of Indian people and District Superintendents of Education are presently reviewing education standards and program evaluation process within the Ontario Region.

C) Action

The Federal school maintenance program is a discretionary activity supporting an effective quality non-discretionary federal school instructional program. This situation requires indepth guidelines in maintenance funding. Originated from headquarters on a National basis, a movement of maintenance to the non-discretionary program. Other than E-12 no guidelines on National policy standards or budget allocations have been established since 1971 in the areas of: room and board payments, curriculum enrichment allocations, student allowances and school committee funding. Professional education consultants are considered outside the Federal School Instruction program, whereas; the Ontario Region has one consultant for 7,300 students with the normal provincial ratio being one student for every 1500 students.



The lack of a national policy regarding the provision of high schools on reserve has left regions responding to Indian requests with uncertainty. The resultant effect of all this has been widening of the quality gap between the provincial school program and the federal school program. This has a tendency to force acceptance of situations which they advocate are white paper implementation practices.

## 2. Education Management Team

### A) Analysis

The education group has indicated that it can best face the future by working as the Ontario Education Management Team. The emphasis on the development of Quality Education will increasingly require a concerted effort utilizing all of the available education resources. Refined management strategies will also ensure a data based program with a high degree of credibility; requests for re-organization based on needs; and equitable resource allocation.

### B) Initiatives

The management team have set-up committees to investigate the establishment of standards, evaluation procedures and, re-organization and clarification of the role of the Director of Education. It is also recognized that it is necessary to retain and attract competent education leaders. The management team is also discussing this issue and will be making suggestions for future action.

### C) Action

It is necessary for the Director-General and the Ontario Management Team to resolve the role of the Director of Education. The Director-General can also provide the Director of Education the means to evaluate the professional aspects of the education program.

Headquarters should be prepared to issue basic standards, policies and procedures on a national basis. Headquarters must also recognize the need the program has to attract, retain and develop competent education leaders. If we continue to underplay the role of Superintendent of Education we will increasingly be unable to meet our professional requirements.

## 3. Transfer of Programs to Bands

### A) Analysis

Bands in Ontario will this year (1980-81) be handling sixty-five percent of the budget (excluding salary). This continuing trend makes it imperative that the Department must be able to provide advisory services to bands.

Policies and transfer models must be clearly identified. Bands must also be assisted in developing individual "Policy and Procedures Manuals". The issue of pay and benefits packages to band employed teachers has been raised by both bands and teacher groups.

B) Initiatives

The development of the Ontario Band Budget Forecast has provided a standardized format for bands requesting funding. The new format of contribution arrangements including consolidated and multi-year arrangements will provide bands greater control over their program. The education program has assigned staff to work with bands on pay and benefits and development of policies generally. The appointment of a Regional Superintendent of Elementary and Secondary Education will facilitate local curriculum development and increase band control rather than simply administration.

C) Action

The issue of funding levels and policies for pay and benefits for band employees must be addressed at the Headquarters level. It is also imperative that more staff be freed to work with Bands on program delivery and preparation of procedures guidelines.







LANDS, MEMBERSHIP & ESTATES  
(RESERVES AND TRUSTS)

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Issues

1. Fulfillment of Treaty Obligations and Trust Responsibilities

A) Analysis

Reserves and Trusts consolidates all the Minister's Legislative, regulatory and trust responsibilities within one group. Services provided by Reserves and Trusts cannot be transferred to Tribal Councils since these functions must be administered under the Indian Act, which does not make any provision for transfers to such organizations as "Tribal Councils". These functions include:- Band Fund Capital, Membership and Register, Land Registry Register, Surrenders Register and Holding of Referenda, Deceased Estates, Treaty Payments, Liaison with Department of Justice and New Reserves and Additions. The Indian Act only provides for the delegation of certain powers by the Minister to individual Bands.

B) Initiatives

The Lands Program (Reserves and Trusts) is presently in the process of assuming increased responsibilities for all statutory requirements under the Indian Act from Local Government which include the administration of Treaty payments, Band Elections, Election Appeals, Band Budgets and Band By-laws.

C) Action

Despite the dramatically increased workload due to these new responsibilities, the Ontario Lands Program has not received any additional person years from Headquarters, which are essential to our proposed expansion to Reserves and Trusts. During the next five years, as the District Office close and the Region withdraws to Regional Service Centres, it may become necessary to leave Reserves and Trusts officers in the field to provide these statutory Trust Responsibilities under the Indian Act.

2. Economic Self-Sufficiency of the Indian People

A) Analysis

Although the Lands Program forecasts a total of \$3,750,000.00 in revenue from land transactions during the 1979/80 fiscal year, with an additional \$600,000.00 in service levies, the lack of funds is causing a serious problem in the long term transfer of land administration to the Bands. (Attached are charts illustrating the dramatic growth in revenue and volume of land transactions from 1970-1980.)

B) Initiatives

At present, taxation of non-Indian tenants through service levies is seen as only a partial solution as only those Bands in Southern Ontario with significant rental and service levy income can afford to employ Band land staff.

C) Action

To obtain Headquarters approval for our decentralization scheme for land management to the Sudbury and Peterborough Districts and to devise a method whereby Bands can assume land management activities decentralized to the Districts through the utilization of increased rents and service levies in times of financial restraint.

3. Revision of the 1924 Indian Land Agreement

A) Analysis

The revision of the 1924 Ontario Indian Land Agreement is presently being considered at the tripartite level. When approved the amendments will be enacted by the Federal Parliament and Provincial Legislature and will make provision for the scheduling of unsold surrendered lands for return to Canada which will be implemented by respective Orders-in-Council and added as schedules to the Agreement.

B) Initiatives

Draft proposals for the revision have been prepared by Canada and have been reviewed at tripartite meetings with representatives of the two Governments and from each of the Indian Associations.

C) Action

Progress in this area is contingent on agreement at the tripartite council level which will then be advanced to the Ministerial and /or Cabinet level of the two Governments. Negotiations, in advance of the approved revision, are ongoing with representatives of the Nipissing Band, Union of Ontario Indians, Province of Ontario and our Department for the return of some 34,000 acres of land to reserve status. There are a number of issues which need to be resolved such as navigable waters, beds of lakes and rivers, access to patented lands and reservations in patents.

4 Headland to Headland

A) Analysis

This issue pertaining to the Treaty No. 3 area evolves from a 1894 Agreement between Ontario and Canada which stated that the lands under water lying between the projecting headlands of the selected Treaty reserves together with the islands enclosed therein would be considered

to be part of the reserves and that the Bands would have exclusive fishing rights with these waters. When the reserves were transferred from Ontario to Canada in 1915, this provision was unilaterally revoked by the Province.

B) Initiatives

This issue was reviewed about 1967 and initial proposals were submitted to the Province for consideration. The Province considered the implication of implementing same following meetings with all parties. In June 1979, Treaty No. 3 presented a comprehensive research package and position paper to the Ministers of Natural Resources and Northern Affairs.

C) Action

The Provincial Government has been reviewing the proposal to determine whether the Province is prepared to accept this provision of the 1894 Agreement.

5. Indian Commission of Ontario

A) Analysis

The Indian Commission of Ontario has set up an experimental scheme whereby Indian Bands may elect to negotiate claims through the tripartite process rather than through the Office of Native Claims.

B) Initiatives

The present claims resolution process whereby the parties discuss and negotiate specific Indian claims to attempt a settlement. The Commissioner chairs the claims meetings and co-ordinates the various claims as they proceed through the requisite phases of this very complex area.

C) Action

To date the Commission has accepted five claims for mediation.



CHART ILLUSTRATING REVENUE FROM SERVICE LEVIES AND  
LAND TRANSACTIONS - 1970 - 1980

LANDS, MEMBERSHIP AND ESTATES PROGRAM  
ONTARIO REGION

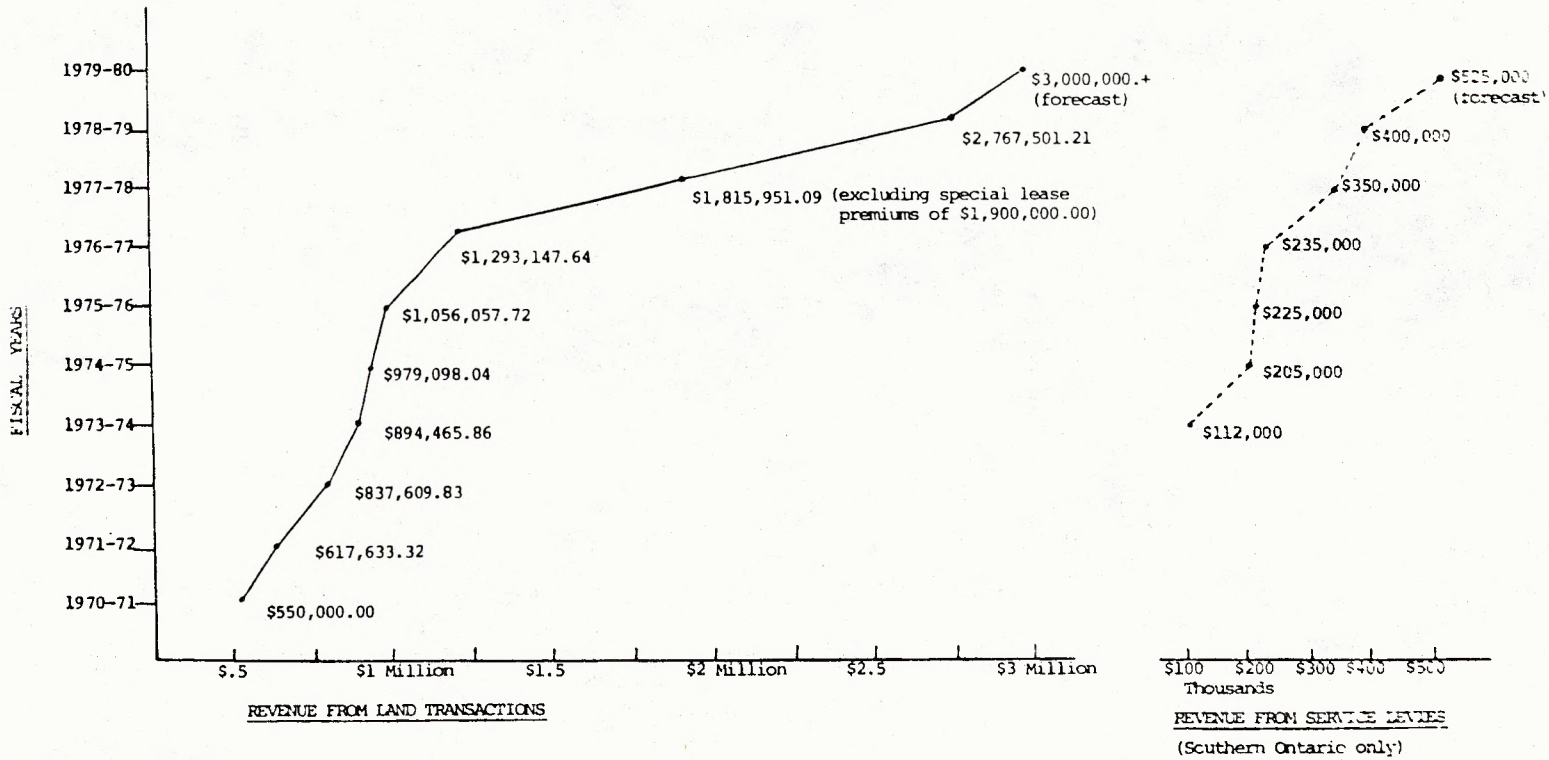
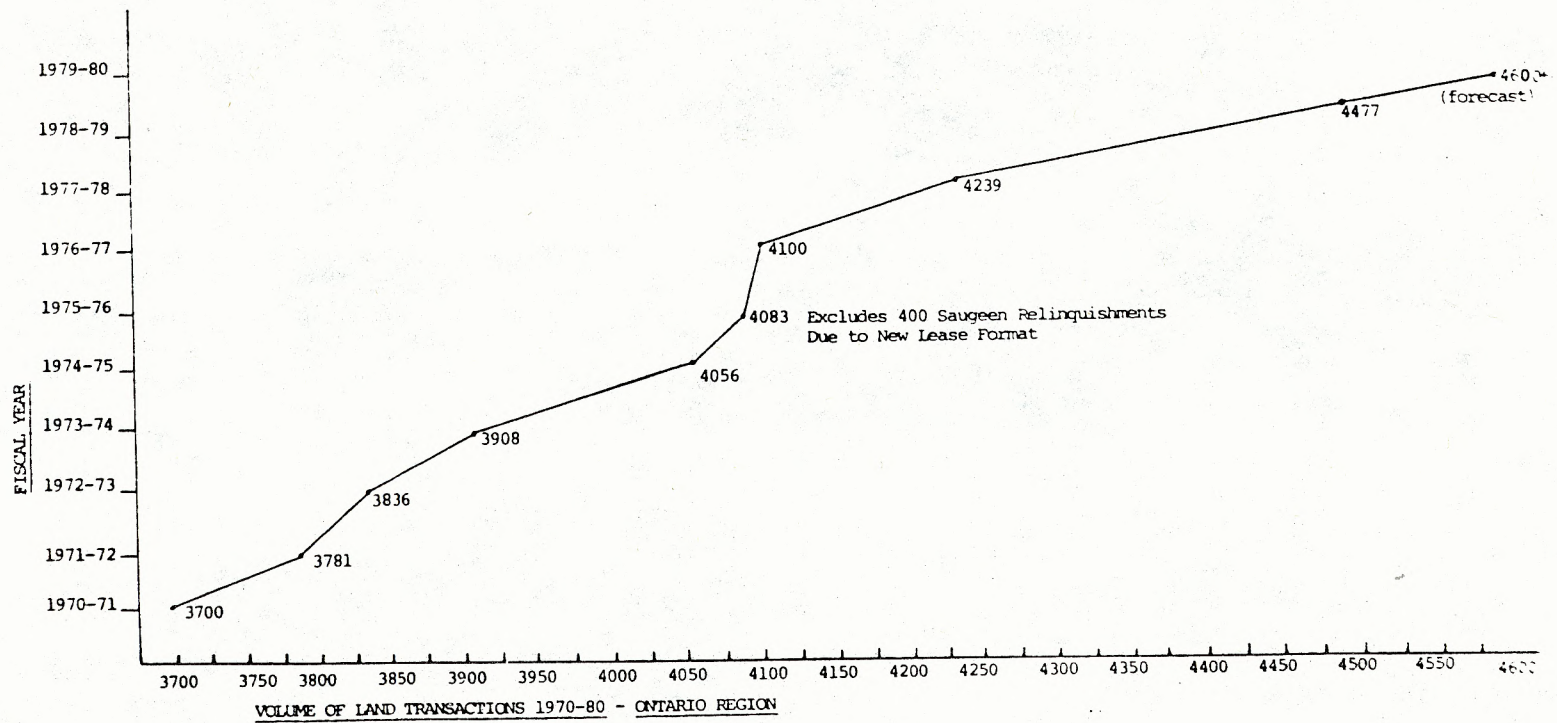


CHART ILLUSTRATING THE VOLUME OF LAND TRANSACTIONS - ONTARIO REGION

1970 - 1980









Issues

1. Housing

A) Analysis

According to past surveys on housing, it is clear that no significant gains are being made in meeting the housing needs on reserves.

Three of the major reasons for this are: -

- 1) Lack of sufficient funding;
- 2) Sub-standard houses being constructed;
- 3) Very little maintenance being carried out by occupants.

Some Bands in the Region have developed successful housing programs by using C.M.H.C. funding or by making loans to individuals from a revolving fund. Both of these methods provide a good standard of housing and require individuals to make monthly payments. The individuals thus have pride of ownership and are likely to protect their investment by keeping their houses in good state of repair.

The majority of the Bands however, are building units using the \$12,000 subsidy provided by the Department with some short-term labour incentive programs when available, such as L.E.A.P. or Work Opportunity. The result being that sub-standard houses are ~~constructed~~. The individuals receiving these houses have no equity in them which leads to lack of interest in their upkeep.

Any revisions being considered to the present housing policy should be with the objective that adequate housing with a longer life cycle must be provided. Unless the Federal Government is prepared to accept the full cost of providing adequate housing for Indian people, the above must be considered in light of any long-term benefits.

Any increase in the housing subsidy with no change in policy would only provide short-term benefits with no solution.

B) Initiatives

In conjunction with C.M.H.C., the Region held two Workshops in August 1979 for staff and Indian representatives involved with Band Councils in the delivery of housing. Through these sessions, Regional staff were better able to provide assistance to Band Councils and individuals wishing to take advantage of C.M.H.C. programs to improve their standard of housing. The Region continued its support of the Ontario Indian Housing Council. Discussions with this group have led to some of the concerns expressed by Band Councils in the area of housing being resolved.

## C) Action

The Ontario Region is not recommending that housing subsidy be abandoned as it is recognized that Bands require the support of the Department in providing housing for their members, however it is felt that the Departmental Housing Policy should take into account the following: -

- 1) All houses constructed using Departmental subsidy funding shall meet minimum C.M.H.C. housing standards.
- 2) All recipients of Departmental subsidy housing shall make minimum regular payments in accordance with their ability to pay as defined by the C.M.H.C. rent geared to income scale.
- 3) To provide an incentive for employment and enhance the pride of ownership, all housing payments made from earned salary would be credited to the purchase of the house. All payments paid from Welfare Shelter Allowances would be considered as rental only. An individual leaving the reserve having built up an equity in his house should be reimbursed for the amount of his equity by the Band or by resale to another Band member.
- 4) Due to the wide spread in the cost of housing between southern and northern Ontario, ownership would be unrealistic in the north due to the high construction cost. The opportunity however for ownership should exist also in the north for employed individuals, the repayments for housing should possibly be calculated on the cost per square foot of a minimum standard C.M.H.C. house in the south and possibly provide Departmental subsidy to equal the difference in cost for the north.

We would recommend that the Departmental Housing Policy be amended to reflect the above points.

2. Social Services

## A) Analysis

The province of Ontario extended Social Services to Indians on reserve through a Welfare Agreement between the Federal Government and the Government of Ontario in 1966. Under this agreement, the Province cost shares all classes of assistance under the General Welfare Assistance Act, Day Care, Extended Care and Homemakers services and provides training for Band staff for the 89 Indian Bands who administer their own Social Services program. Other Bands receive Social Services directly from Indian Affairs District offices.

There are 23 Day Care Centres operated by Bands under the Day Nurseries Act.

Services to children including protection and care of neglected children, the protection of children born out of wedlock and adoption services under the Child Welfare Act are provided to all Bands in Ontario by 51 provincially approved Children's Aid Societies.



Under the Federal/Provincial Agreement, Bands administering Welfare programs or Day Care Centres receive 20% of the annual budget established by a tripartite consultation process (Bands, DIA District and Province) in the beginning of the fiscal year as an Accountable Contribution. Bands collect 80% of the expenditure as subsidy from the Province on a monthly basis. The Province is reimbursed by the Federal Government for approximately 95% of the subsidy paid to the Bands by way of monthly claims and for other social services provided directly or through Children's Aid Societies.

The following shows the trends in the cost of Social Services Programs (in thousands of dollars):

Program	1975-76	1976-77	1977-78	1978-79
Social Assistance	8,923.5	8,672.0	9,345.0	10,559.1
Child Care	3,329.4	3,871.9	3,935.0	3,585.0
Day Care	Expenditures included in Child Care		1,114.0	1,148.7
Alcohol & Drug Abuse	281.5	698.7	657.0	926.1

Because of continuing high unemployment especially on northern reserves, Social Assistance costs over the years in Ontario Region have remained relatively constant.

#### B) Initiatives

During the year 1978-79 Social Assistance funds were utilized by contributing to other programs such as Housing, Economic Development to make it possible to create additional employment by approving 29 Work Opportunity Projects. Approximately a million dollars of Social Assistance funds are targeted for Work Opportunity Project this fiscal year.

The Region has increased the Day Care activity on reserves by increasing the Day Care Centres from 14 in 1975 to 23 in 1979. This service has provided additional support to the Indian families on reserves. The number of children in care of the Children's Aid Societies has leveled off. This is due to 5 Children's Aid Societies in Ontario (Kenora, Fort Frances, Kapuskasing, Brantford and Cornwall) taking initiatives in the preventive approaches to Child Welfare and by training native Child Care workers to work with families on reserves. This declining trend is also attributed to other support services made available to families such as Homemakers Service, Day Care Services and the Rehabilitative Services provided by 25 community based Alcohol and Drug Abuse Projects (1979-80) in this Region.

#### C) Action

On the initiative of the Ontario Region, a Social Services Review has been completed in co-operation with the Indian Associations. A Tripartite Task Group has been set up to prepare a document which will

translate the findings of the Social Services Review into alternative proposals which will serve to guide the Tripartite process in the renegotiation of new arrangements for the provision of Social Services to status Indians on reserve.

A key deficiency stemming from the current Federal/Provincial Welfare Agreement is the lack of a Tripartite structure for the planning and development of Social Services to Indians; Ontario Region plans to establish four Social Services Planning Units, one in each of the four Indian Associations in Ontario. To cover this cost, Ontario is requesting 225.0 in the 1980-81 forecast as 'B' level budget.

### 3. Band Government Development

#### A) Analysis

Over the past two decades, a great deal of progress has been made in the transfer of program responsibilities to Bands. Over half the Regional budget is administered by Bands. You will note from the graph on page 8 that the program dollars administered by Bands has gone from \$20,000,000 in 1975-76 to nearly \$60,000,000 in 1980-81. There are a number of factors that will affect future programs in this direction.

One significant area is the legal capacity of Bands and Band Councils to take on more responsibility and the legal protection for the individuals involved in representing their communities. That all was not satisfactory here has been known for some time, but the requirement that all contributions be provided under formal signed arrangements has brought this matter to a head.

At the same time, the terms and conditions agreed to with Treasury Board have highlighted some of the deficiencies in Bands' administrations. These deficiencies are most noticeable in the case of small Bands that do not now administer, nor are likely to administer sufficiently large programs to justify much in the way of overhead funding. Consequently, the Bands cannot pay salaries equivalent to the quality of work required to meet the regulations for Contribution Arrangements. Because a great many of the Bands in Ontario are quite small, this is a serious problem. Fifty-seven out of 115 Bands are between 100 and 500 in total membership with even less on the reserves and 22 are under a hundred. We have only 14 Bands that are over 1,000 in total membership and 22 between 500 and 1,000. At the same time, while some of the Bands in southern Ontario have very significant revenues from leases, these same Bands are also in a good position for employment off the reserve, northern Ontario Bands are not as fortunate. When this is combined with the fact that the levels of education particularly in the north are low, it is not surprising that many Bands find it difficult to hire effective financial management staff.

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#### B) Initiatives

The development of draft contribution arrangements needed to transfer programs to Bands for the coming fiscal year is nearly completed and nearly all Bands have been introduced to the concept. Discussions are



continuing and we expect that most Bands will have signed contribution arrangements for the programs they wish to administer before the beginning of the new fiscal year. There are, however, some concerns particularly among Bands in southern Ontario about the legal implications of signing such arrangements. We have started discussions with lawyers of the Associations and the Department of Justice. There are some Bands who feel that this is an unnecessary step and are saying that they will not sign. We expect that, provided the senior levels of the Department and the Government remain firm in this matter, that nearly all Bands will come around very early in the new fiscal year. However, if there is any weakening in the stand we can expect many Bands to refuse to sign.

#### C) Action

One solution to these problems is additional training. The Region has a very effective Band staff training program and most districts intend to increase the number of Band Financial Advisors working with the Bands. While the solution to the legal questions will largely have to be a national one, we started discussions with the Department of Justice and with lawyers hired by the Indian Associations to explore legal implications of additional responsibilities in the Band government area and possible solutions.

As the Ontario Region has been funding most Bands for overhead funding with the maximum allowable under Circular D-4, we do not have authority for additional funding for the small Bands. Some adjustments are necessary. Possible practical solutions will be explored during the coming fiscal year and recommendations passed on to Headquarters together with estimates of the expected cost.

### 4. Provision of Community Infrastructure

#### A) Analysis

While the provision of adequate housing continues to be a high priority of the Indian people, increasing demand for related services, e.g. water, sewage and electrification is making a significant impact on the allocation of Capital resources.

The development of Band Government and the growing self-sufficiency of reserves is increasing the need for Capital expenditures to be made to provide Administration and Recreational facilities.

As these services and facilities are provided on reserves, the necessity of funds for operating and maintenance has to be acknowledged if the Capital expenditures are to be safe guarded.

#### B) Initiatives

The role of this Section has undergone significant change in 1979/80 in order to refine the development and implementation of a Capital

Management System to meet Treasury Board and Headquarters requirements while at the same time meeting the stated objectives and priorities of Band Councils. The Section has also assumed the co-ordination and administration of all capital projects in the Region, incorporating Local Government, Education and Administration.

The basis of the Regional Capital Management System is the Capital Distribution Formula which was introduced in the Region in 1975/76. Under this formula the Region is divided into five areas which take into account transportation and construction difficulties. Band allocations within a given area are then based on resident population.

This formula incorporates a system of Regional subsidies to encourage Bands to plan and develop roads, water and sewers and fire protection programs. Under the Distribution Formula the Bands know how much money they can budget for in a given year, including Regional subsidy which may run from 50 to 100% depending on the type of project. This system is supported by Band Councils and the Indian Associations as being an equitable method of distributing the Capital budget.

#### C) Action

The Region will be placing greater emphasis in the Community Planning Process in the next year. Full participation of Band Councils and Band membership will be required in this process. More awareness by Band Councils of the benefits of long range planning is needed if available resources are to provide the optimum benefits in the development of reserves.

It is expected that the development of sound community planning will lessen the incidence of project changes which we have experienced in 1979/80. However, some flexibility must be maintained in the Capital Management System to meet changes in Band priorities.

A system of user fees will require to be implemented with the involvement of Band Councils in assessing joint responsibility in meeting O & M costs. Bearing in mind the economic climate on reserves, it is expected that a shortfall will exist which the Department will have to meet.

The Capital budget of \$29,000,000 for 1980/81 is broken down by categories as follows, based largely on project submissions from Band Councils:

Housing	\$ 6,700,000	23%
Water & Sanitation	10,500,000	36%
Electrification	700,000	2%
Planning	3,600,000	13%
Community Facilities	1,000,000	3%
Fire Protection	600,000	2%
Education	5,700,000	20%
Administration	200,000	1%



5. Policing

A) Analysis

Most Indian constables in the Ontario Region are funded through a cost sharing agreement with the Province of Ontario. Indian Policing Services of the Ontario Provincial Police runs a program through which nearly 100 Band constables working for 52 Bands are employed and additional to this we fund three Bands directly for part or all of their policing programs.

The Federal/Provincial Agreement is shared 48% by the Provincial Solicitor General's Department and 52% by this Department. This program has been very well received and we are informed that statistics indicate a decided drop in undesirable activities. The Federal/Provincial Agreement was first signed in 1975 for the three fiscal years 75-76 to 77-78. Last year a renewal for a two year period was signed, however Indian leaders believe they should have greater input into this and negotiations are now on their way toward a three year renewal for the period of 1980-83.

B) Initiatives

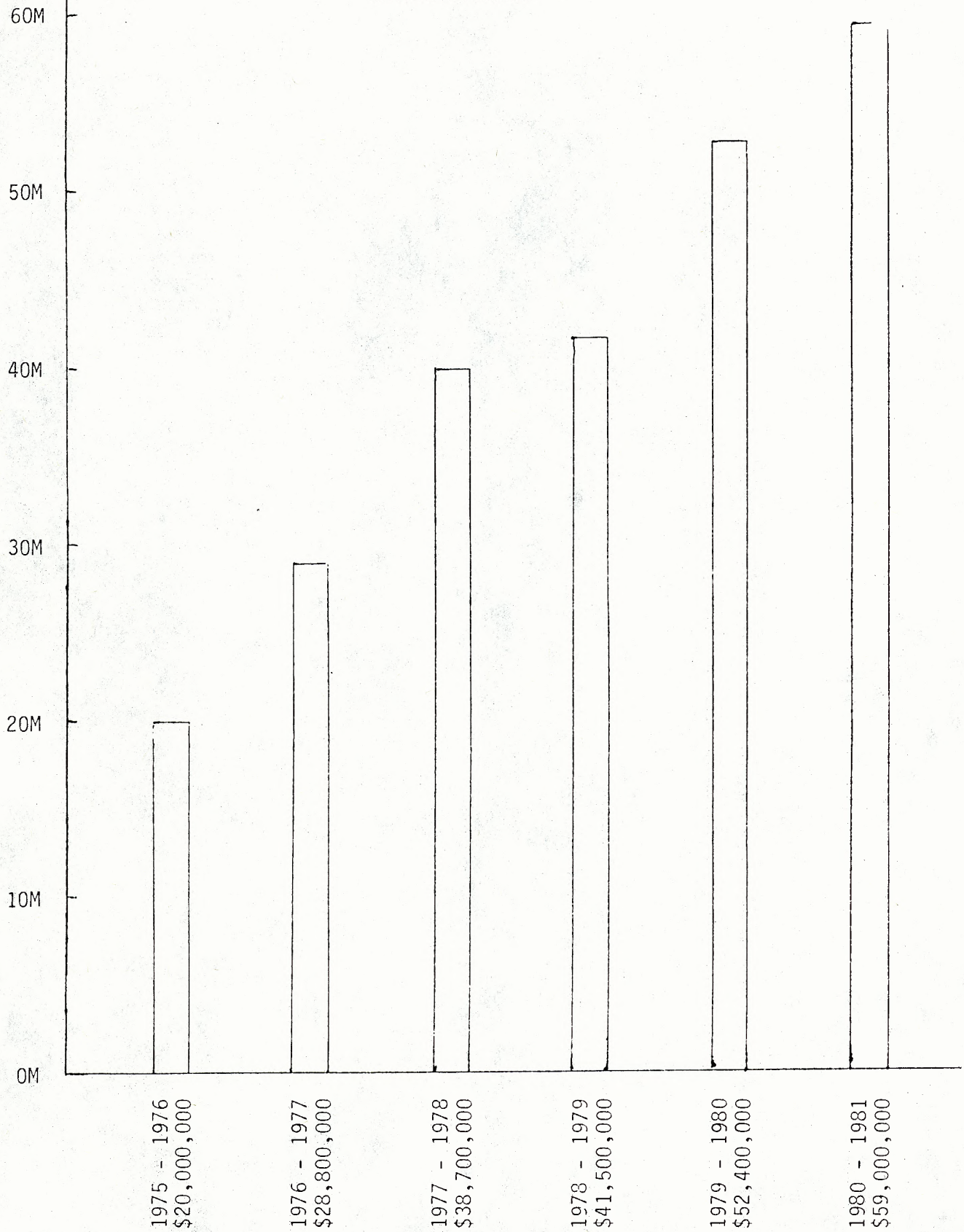
The Regional Local Government Section took the lead in introducing the tripartite process through discussions started in 1977 on the subject of renewing the Federal/Provincial Policing Agreement. At the present time the initiative is with the Intergovernmental section and our involvement is largely in the provision of funds which amount to approximately one million, seven hundred thousand dollars in 1979/80.

C) Action

The expansion of this program to more reserves is recommended and will require an increase of approximately 25 additional constables. This with cost increases will bring the Federal contribution to an estimated \$2,104,600. Involvement of Local Government staff in Tripartite discussions is expected to increase in 1980/81.



INDIAN AND INUIT AFFAIRS  
BAND COUNCIL PROGRAM ADMINISTRATION  
ONTARIO REGION









## PLANNING

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### ISSUES

#### 1. Regional Planning Process (Region including DIAND & Indian People)

##### A) Analysis:

Planning in the Department has not been used to the extent that it could, resulting in no clear definition of cycles nor roles of department officials or the client groups. This has resulted in a reactionary rather than anticipatory approach to planning. This results in a lower priority for forward planning activities such as program forecasts, strategic plans, operational plans and, on occasion, work plans. This lack of planning process has been confirmed by the Auditor-General, Comptroller-General and the Deputy Minister.

##### B) Initiatives:

The Ontario Region is committed to the development of a planning process where the roles and responsibilities of all programs, activities and services are clearly defined. Proper and effective planning cycles will overcome problems associated with operating on an ad hoc basis.

##### C) Action:

The Department, at both regional and headquarters level must make a commitment to development and implementation of the planning process. It must include participation of the client group so that the Indian people are aware of where they can contribute to and benefit from the planning process. The development of the planning process is a high priority and will be handled with existing resources.

#### 2. Comprehensive Planning

##### A) Analysis:

Bands have asked for assistance in the development of comprehensive community plans which the Department supports as a means of developing goals and objectives, long range plans and strategies to attain the identified needs of Indian communities. Comprehensive community based planning provides the context wherein Indian communities can determine their Social and economic aspirations. This approach replaces ad hoc project planning which is designed to meet short term needs.

##### B) Initiatives:

Ontario has committed resources to initiate the development of the comprehensive planning process. It is hoped that plans for all communities in Ontario can be completed over the next three years.

C) Action:

Inadequate financial and person-year resources will constrain the process of developing comprehensive community plans for the 116 bands in Ontario. Financial resources should be available, enabling a social and environmental context to be established.

3. Polar Gas

A) Analysis:

The Polar Gas pipeline, projected for development in the next decade, will have major implications for Indian communities in Northern Ontario. The environmental impact will span the full range of possible effects on native populations including, social, economic, cultural and physical.

B) Initiative:

Monitoring of the situation has begun by the Department to ensure that Indian interests are accounted for and their participation in the planning is ensured. Funding has been provided to Treaty 9 to begin work with communities in Ontario potentially affected by Polar Gas.

C) Action:

Support must continue to be provided throughout the planning process of the pipeline to ensure that negative effects are mitigated and positive benefits are maximized.

4. Environmental Planning

A) Analysis:

In the past, environmental implications of projects were not always taken into consideration prior to implementation, resulting in problems requiring costly corrective measures. Bands require resources for corrective measures where there are existing environmental and emergency planning to minimize any potential problems that may arise.

B) Initiative:

Ontario is developing the means whereby environmental implications of all projects on or near Indian reserves are being considered during the planning stages.

C) Action:

Action is required in two areas:  
(i) to solve or alleviate existing environmental problems; (ii) to foster an understanding of environmental implications that mitigating measures are developed prior to project implementation. This need is reflected in the Program Forecast, wherein dollars are identified as a requirement for professional services, for handling potential and existing problems.



5. Physical Planning

A) Analysis:

Indian communities in Ontario require assistance in the development of their community plans through physical planning including terrain analysis, mapping, etc.

B) Initiative:

Bands in Ontario are assisted in the physical planning process through the provision of necessary resources for developing their ideas and concepts into area and site plans and through the provision of advice regarding land selection and plan implementation.

C) Action:

Additional resources are required to meet the demands put on this section. This is reflected in the "A" level program forecast, wherein the needs for professional services has been identified.







## ENGINEERING AND ARCHITECTURE

### ISSUES

#### 1. Developments of Band Government

##### A) Analysis:

Steady progress is being made by Band Councils in recognition of the initiatives for all areas of municipal activities. This includes the continuing program of housing construction and the recent transfers of school caretakers to Band staff. As a consequence planning becomes of increasing importance.

##### B) Initiatives:

A number of specific planning projects will be undertaken relating to physical planning, mapping, surveying, drawings and records of existing facilities.

##### C) Action:

It is suggested the District Planners begin to be appointed specific project managers for physical planning feasibility studies.

#### 2) Maintenance Management

##### A) Analysis:

Ontario has a demonstration project at the West Bay Reserve for both facilities inventory and maintenance management. For completion in the spring of 1980, this program then requires design and implementation by a schedule of other reserves to follow.

##### B) Initiatives:

Working with the program managers at Region and Districts, Band Councils will be invited to consider the initial steps in the program. A senior staff engineer has recently been appointed to advise on these activities. A series of publications are available for reference documents.

##### C) Action:

The services of the national consulting engineer of Toronto can be utilized throughout Ontario. Band Councils may make proposals to the Department for contribution arrangement studies which identify staff to do the physical descriptions.

#### 3) Technical Skill Training

##### A) Analysis:

Band employed construction supervisors and school caretakers require

trade enhancement through off-reserve training sessions. In the understanding of existing facilities, through which the operations and maintenance are increasingly band responsibility, the staff require refresher and enhancement courses.

B) Initiatives:

Regional Engineering and Architecture has identified this as a core role because there are many codes and regulations in the construction industry. Advice is being provided to the associations and such agencies as the Ontario Indian Housing Council. Quality assurance in housing has improved.

C) Action:

Training schedules are organized in such areas as building technology, construction, maintenance and operations. This will be followed for some Bands, in the areas of contract administration as well as engaging consultants and consultants' terms of reference.

4) Fire Protection and Protection

A) Analysis:

National and regional statistics continue to concern Ontario, in both areas of structural and human loss.

B) Initiatives:

A number of site education and training programs have been set out in a detailed plan of action for the spring and summer of 1980. Both the children in the classroom and the volunteer firemen on reserves receive new and refresher training sessions. Standards for "single" community services arrangements for fire protection have been issued.

C) Action:

Additional person years are required to be identified in the overall staffing plans. Equally, the arrangements require continuing education.

5) Capital Project Planning and Implementation

A) Analysis:

It is a distinct operational function that as many projects as possible be turned over to Bands through the contribution arrangements process; yet with due regard for cost effectiveness and efficiency. The capital program for 1980-81 will involve a large portion of the present staff of 35. There are still no District Engineers. In 1979, the Assistant Deputy Minister issued his guidelines for both the principles, roles and responsibilities of the function in Vote 10 and in Vote 15 capital. A recently approved re-organization review will permit placing greater strength at the District level through the use of District Engineer positions.



B) Initiatives:

Short term strength increases will be actioned by the use of capital person-years. Elements of the re-organization may be implemented but there remains the necessity of review of overall allocation of person-years. Workload analysis of the capital program for 1980-81 has been started and detail work plans are being amended.

C) Action:

Continuing the approval granted for approximately 30 capital person-years in 1979-80 it is suggested Ontario will require a similar 30 in 1980-81.







## TRAINING AND DEVELOPMENT UNIT

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### Issues

1. Commitment of resources - human as well as financial. The role and responsibility of Training and Development needs to be defined and its priority determined in relation to other programs and services.

#### A) Analysis

Increased requests for band training to facilitate the move toward Tribal Councils and increased requests for staff training to maintain morale, motivation, and accountability have surpassed this Unit's capacity for service delivery. If these needs are to be met on a timely basis, more resources (i.e. band training facilitators in each district) are required. Increased financial resources are not enough to resolve the problem.

#### B) Initiatives

One band has delegated a band staff member to work with the Training Team. Two district managers have delegated band training responsibility to staff engaged in other activities (i.e. local government, employment). Requests have been made for more person-years.

#### C) Action

Additional person-years, minimum two, desirable nine, need to be allocated to Training and Development (the Region may not be able to remove person-years from other programs to meet this need). Financial resources need to be allocated accordingly. The priority of Training and Development needs to be established in relation to other programs and services.

2. Training in the implementation and usage of Contribution Arrangements with Bands.

#### A) Analysis

A concentrated effort by program staff and Training has been undertaken in Ontario Region. However, stiff opposition is evident from Indian leaders. This could be because it appears to be a "laid-on" process.

#### B) Initiatives

Training has been active in all districts in the Region. However, legal issues and some relevant questions are still outstanding.

#### C) Action

It would appear to be urgent that the legalities be cleared up both from the Band and Department perspective. Answers to relevant questions presented by Indian leaders need to be responded to with dispatch.

Training will need to be ongoing because there will need to be a great deal of follow-up after arrangements have been signed. Signing is only the first phase.

3. Native Awareness Training for Non-Native Staff.

A) Analysis

This training is a headquarters' priority which is fully supported by the Region. The training is necessary to ensure that new and current staff are aware of the values, aspirations and expectations of native people in order to perform their roles in a sensitive, positive and constructive manner.

B) Initiatives

A needs assessment of employees in Ontario Region has been conducted and the results being analyzed. A facilitator has attended the Native Awareness Training Skills Workshop. Research on the programs used by other departments has been done. A Native Awareness Workshop will be held with six weeks.

C) Action

Full management support of the program in terms of attendance at workshops and positive input at workshops and positive modelling of desired behaviour in the work place is essential to the effectiveness of this program.







Issues

1. Contribution Arrangements

A) Analysis

With the impetus on Contribution Arrangements there is a much increased demand particularly on the Band Financial Advisor area to assist bands to meet the minimum administrative requirements and also to improve abilities above the minimum. Few of the approximately 120 bands in the Region have full administrative ability and indeed the majority barely meet or fail to meet the minimum. But the bands are eager and willing to acquire the ability which has created, and will continue to create, a tremendous demand on the limited number of Band Financial Advisors.

B) Initiatives

Training and orientation sessions have been held with almost all bands and Native Associations in the Region, indeed repeat sessions have been and are being done. On an ongoing day-to-day basis, follow-up is being provided by district Band Financial Advisors and other district staff.

C) Action

Continue to work with bands to improve the quality of band administration thus furthering the bands' abilities to manage their resources.

Improve accountability at band and Departmental level in order to meet standards set by the Comptroller General and Auditor General.

2. Increased Demand for Services

A) Analysis

While operating under the restraint guidelines and the need to reduce resource requirements (both \$ and staff-years) we are faced with a continuing need to provide not only more services of increasing complexity but also to accept new tasks as a result of new requirements and Headquarters decentralization of functions.



In addition, the native people see the financial apparatus of the Department either as not responsive or as obstructive. Their attitude, perhaps from their cultural heritage, is that if they request money now, it should be ready now or in the very near future. Coming from a culture that is still basically oriented to a day-to-day existence and a verbal heritage, they expect the same responsiveness from a culture that has had time to acquire a more "future" orientation and is written-record oriented and consequently slower to respond. This causes much disruption to routine, both to the native people and to the Region. The native people must now face unanticipated delays while the Department must deal with numerous "urgent action" requests. The disruptive environment results in inefficient resource use.

With the trend to more administration of programs by bands there should, over the long term, be a gradual decrease in Finance and Administration work load and a change to more of an "assist and monitor" role. How extensive this decrease will be is unknown and dependent on, considering the limited population of many bands, the bands' ability to become competent to administer a wide range of increasingly more complex programs.

B) Initiatives

Reorganization of duties, rotational training of staff to enable them to assist on other jobs to meet peak work loads and provide a broader span of knowledge.

C) Action

Continue to work for more equitable share of the resources for the Region. Commensurate with the native population compared to the national population This by working with operational managers to develop more detailed and more reliable data bases.

3. Financial Management Information System

A. Analysis

The Departmental Financial Information System is still struggling to gain acceptance with the operational managers and to a limited extent the native people. This results in financial people spending more time teaching, analysing, assisting and seeking acceptance than should, and hopefully will, be the case. It nevertheless drains on already limited resources.

B) Initiatives

Our Financial community is becoming more aware of how to maximize the use of the system to obtain additional information through logical planning and use of our chart of accounts and commitment structure.

Financial personnel are emphasizing the use of the BCS/EAS system to managers, and actively encouraging constructive comments from operational personnel regarding the financial management information system.

It is understood that this Region is one of the few to have completed the BCS/EAS training program. The BCS/EAS system is now actively being used as the focus of financial resource utilization.

C) Action

Provide more timely information to the districts by providing BCS terminals in the districts, thus allowing managers to make better informed decisions and manage their financial resources better. This would greatly improve operational managers rapport with the financial management information system. Headquarters has been requested to permit the Region to install district BCS terminals.







Issues

1. Federal-Provincial-Indian Relations and Jurisdictional Responsibility

A) Analysis

The province has indicated (Brunelle to Hartt, 1977) its concern that the federal government is withdrawing from its responsibility for services to Indian people. In subsequent correspondence the province has said it is responsible for services to Metis and non-status Indians and the federal government for services to all on and off-reserve status Indians. The province has also indicated it is concerned about duplication of services and gaps in services created by the involvement of two levels of government. The province intends to limit any new services.

B) Initiatives

Ontario has provided the tripartite services working group with a draft outline of its legal and constitutional jurisdictional position. This and other relevant data will be incorporated into one document for further use in the tripartite, constitutional and other forums. Both the services working group (see Issue #2) and the policing agreement (see Issue #6) have impact on the jurisdictional issue at the working level. Though to some extent both depend on the resolution of the jurisdictional issue, work is going ahead in both areas and progress is likely despite the handicap.

C) Action

Progress in this area is partly contingent on action at the tripartite council-ministerial level and/or at the constitutional level discussions. Moves toward resolution of this issue will entail basic changes in policy by either the federal or provincial governments or both. The consolidated report of the tripartite services working group (see Issue #2) will contain the essential background required for discussion of this question.

2. Tripartite Services Working Group

A) Analysis

The group's mandate is to examine and report on government responsibility for services, and to advance recommendations regarding improved service.



B) Initiatives

The group has completed an inventory of federal programs and services to Indian people; a comprehensive report on social services to Ontario Indian people; a demographic report; and a draft paper on historical and legal outlines.

C) Action

Completion of a consolidated report including the above information, and an analysis of cost data. The data will allow the parties to make informed decisions regarding jurisdictional responsibility (see Issue #1) in Ontario as well as in national-constitutional forums. Work will continue to proceed toward improving the delivery of services based on the recommendations of the working group, and within five years services should improve dramatically from the band's perspective. Continue support at the headquarters level in the areas of resources and policy is requested.

3. Tripartite Hunting and Fishing Working Group

A) Analysis

The group was formed to create a forum at which Indian hunting and fishing rights, and the problems that have arisen as a result of differing interpretations of these treaty rights, could be discussed. A sense of urgency has been lent to this group as a result of criminal charges that continue to be brought against Indian people who are alleged to have contravened hunting and fishing laws. In many instances the law is not recognized by the Indian people as legally applicable to Indians.

B) Initiatives

The group has undertaken to clarify the issues of concern to the three parties. Fourteen points of contention have been identified and each party has tabled its analysis of each topic.

C) Action

The next step is consolidation of the views expressed in the papers to outline all the problems in preparation for resolution. Although too early to dictate exactly what will happen, it appears certain there will have to be discussions with a view to revision of the Migratory Birds Convention Act (discussions already in the preliminary stages), the Ontario Fishery Regulations and Canada Fisheries Act, and the Endangered Species Act. In addition, if there is to be an amicable resolution, policy changes will have to be made by the provincial government in the fields of commercial fishing and conservation, as it pertains to Indian rights to hunt and fish. With the draft 14-point paper nearing completion and points of contention clearly identified, it will be possible to



C) Action (continued)

concentrate energies on seeking long-term solution to the above-stated concerns, so that within a five-year period legislative and policy changes will clarify apparently contradictory government policy toward the Indian people. This will require continued headquarters input and co-ordinated multi-department involvement.

4. Tripartite Wild Rice Working Group

A) Analysis

The five-year provincial moratorium on wild rice development ends in 1983. As yet no substantial progress has been made by the parties toward fulfilling the group's mandate to define the Indian right to wild rice.

B) Initiatives

A spin-off effect has been created where specific wild rice projects have been undertaken by individual bands and a broadly-based wild rice research and development program is under discussion. A wild rice consultant has been hired by the department to research background re a comprehensive wild rice policy based on research into Indian rights to the rice. The consultant is also compiling information pertinent to the development of a wild rice industry in Ontario.

C) Action

Implementation of the federal wild rice policy at the program level, and through the tripartite working group. This will entail co-operation with other government departments and agencies - e.g. Agriculture Canada - to ensure continuing research and development. It will also involve a co-ordinated effort by all parties to establish and maintain an Indian-based wild rice industry within the next three years.

5. Tripartite Lands and Resources Working Group

A) Analysis

This group is engaged in questions related to revision of the 1924 Canada-Ontario Lands Agreement, an agreement all parties consider inadequately deals with Indian land transactions in the province. In addition the group is attempting to determine the land requirements of bands with insufficient land bases and land requirements of settlements seeking reserve status.



B) Initiatives

The group holds regular meetings at which all the above issues are being discussed for resolution.

C) Action

Within the projected five-year span a new agreement will be signed, and the question of insufficient lands will be settled by outright purchase of provincial Crown land at a fair market price, an acre per acre exchange of Indian land for more suitable provincial land, or other arrangements recommended by this group.

6. Policing Agreement

A) Analysis

A federal-provincial policing agreement to allow for training and equipping of about 100 band constables was first signed in 1975. The agreement ended in 1978 and the Indian people indicated a desire for further analysis and negotiation to ensure full Indian input into another agreement. The 1975 agreement was extended with minor modifications to March 31, 1980, while talks on another agreement took place. Both the Indian people, through the Chiefs of Ontario Office, and the federal government have tabled their comments on the draft of the policing agreement that is to take effect April 1, 1980. As yet there has been no response from the province, though one is expected soon. There is still a question of jurisdiction (see Issue #1) with the province claiming full authority over matters of justice in Ontario, an inconsistency in its stated policy of servicing only Metis and non-status Indians.

B) Initiatives

This topic will likely form a main agenda item at the tripartite steering committee meeting planned for mid-February. Before the end of the fiscal year a revised three-year agreement should be signed that will deal more adequately with the needs of the Indian people as well as the two governments.

C) Action

Continuation of the Indian policing program and its extension to bands that are served by off-reserve police. The question of jurisdiction will be dealt with in a broader forum (see Issue #1). Continued headquarters involvement is integral to the process.



## 7. Claims Resolution

### A) Analysis

There has been dissatisfaction among the Indian people with the resolution of specific claims through the office of native claims.

### B) Initiatives

A new claims resolution process using the Indian Commission of Ontario has been established to handle, at the present, five specific claims on an experimental basis.

### C) Action

Depends on the success and acceptance of the ICO effort. In the short term, the ICO is handling a full load and efficiency could be affected if more claims are added to the process. If the claims resolution is successful, consideration will be given to expanding the use of the ICO as a claims mediator.

## 8. Grassy Narrows/Whitedog Mediation

### A) Analysis

In 1978 the two northwestern Ontario bands suggested a new approach was necessary to seek resolution for the severe social and economic disruptions the communities are suffering. In May 1979 the two bands presented mediation proposals in which the bands would be given special treatment to help them overcome their problems and allow them to become healthy and productive communities.

### B) Initiatives

A mediator was appointed who has held several meetings with the parties involved. At Grassy Narrows work is now under way to establish socio-economic and education task forces, whose mandates will involve thorough examination of all factors affecting their areas. In addition to the federal-provincial-Indian involvement, the effort includes Ontario Hydro, the Lake of the Woods Water Control Board, and Great Lakes Limited (formerly Reed Pulp and Paper).

### C) Action

Indian Affairs will continue its support of the mediation effort. The department's initial support and participation in the process dictates that it will abide by the mediator's report and those of the task forces. The mediator and task force reports will be tabled within a year, to be used as guides for the resuscitation of these communities. Long term relief from present conditions should begin with the application of remedies based on the mediation reports, and within the projected five-year span, the severe socio-economic conditions now experienced should be history and the communities on the road to recovery.



INTERGOVERNMENTAL AFFAIRS

*Budget info  
for Ottawa  
presentation*

M. BRIAN BENNETT  
INTERGOVERNMENTAL AFFAIRS CO-ORDINATOR

BUDGET

In order to sustain the tripartite initiative in Ontario region and fulfill regional commitments as listed in the issues below, the unit has requested \$641,000 for the 1980-81 fiscal year and \$566,000 for the 1981-82 year. These costs are estimates only as it is not possible to foresee changes in priorities that may occur. It should be noted that additional funding may be required for special studies; however, it is expected that those monies will be provided from regular headquarters or region programs. The budget breakdown is as follows:

1. Indian Commission of Ontario

Under an agreement signed by the minister in September 1978, the ICO was established with a two-year mandate. For 1979-80 the federal share of costs was \$189,000. It is anticipated the ICO's mandate will be extended for a further two years at an annual cost of \$191,000, assuming no expansion of duties or increases due to inflation.

2. Whitedog/Grassy Narrows Mediation

Further to the above-mentioned agreement signed in 1978, the federal share of funding for this process was \$75,000 in 1979-80. Creation of task forces and other projects in the process will require further funding in 1979-80, and it is estimated that another \$75,000 will be required in 1980-81. It is anticipated that the mediation process will be completed for fiscal year 1981-82 and that no funding will be required in that year. However, additional funding may be required to deal with the recommendations that result from this process. In that case, monies may be supplied through the regular programs directly affected by the recommendations.

*\$210,000 for 60/81 in submission 5.2.80*

3. Claims, Lands

At present five land claims have been accepted for mediation through the tripartite process. While claims have not been made on the money set aside for this purpose, it is anticipated that there will be requirements in this area next year and in the 1981-82 forecast year. Additional funds for the following years will depend on the success of the claim process and the commitment to it by all parties in the next two years.

*\$50,000*

4. Other Mediation

There has been some discussion of the desirability of further mediation efforts similar to that of Whitedog/Grassy Narrows. Monies budgetted for 1980-81 and 1981-82 would allow for one mediation effort of a type similar to the present one.

*\$75,000*



5. Chiefs of Ontario Participation

In November 1979 the Honourable Jake Epp committed \$250,000 to the Indian associations of Ontario to help defray their expenses related to tripartite participation. At the same time, it was indicated that approximately the same amount would be available in 1980-81, and we anticipate a similar undertaking for the 1981-82 forecast year.

*confirmed \$ 250,000 for 80/81*

6. Social Services Phase II

Funds in the amount of approximately \$50,000 have been set aside in both the regional director general's budget and that of headquarters for PRE for the purpose of carrying out Phase II of the Social Services Review this fiscal year. A possible result of the review may be a recommendation that the four associations establish social services units. The potential costs would be \$200,000 per annum. This has been brought to the attention of the local government program at regional level.

*up to \$100,000 for 80/81 program*



TRIPARTITE FUNDING REQUIREMENTS

1980-81 and 1981-82

	<u>1979-80</u>	<u>1980-81</u>	<u>1981-82</u>	VCC
1. Indian Commission of Ontario	\$189,000	\$191,000 <sup>1</sup>	\$191,000	(305)
2. Whitedog/Grassy Narrows Mediation	75,000	75,000 <sup>2</sup>	0	(305)
3. Claims, Lands	50,000	50,000 <sup>3</sup>	50,000	(350)
4. Other Mediation	50,000	75,000 <sup>4</sup>	75,000	(350)
5. Chiefs of Ontario Participation	250,000	250,000	250,000	(350)
	<u>\$614,000</u>	<u>\$641,000</u>	<u>\$566,000</u>	

1. On the assumption that the I.C.O. received a renewed mandate following September 29, 1980, with similar functions to present.
2. Estimate, based on requirements similar to 1979-80.
3. Estimate, depending on number/type of claims handled.
4. On the assumption that there will be one mediation effort at a cost similar to Whitedog/Grassy Narrows.

h/h  
4/4







## PERSONNEL

### ISSUES

#### 1. Tribal Councils and Program Takeovers

##### A) Analysis:

Groups of Bands in several areas of the Region have begun plans to establish tribal councils which would accept the responsibility for the administration of programs which are now Department administered. Employees in these areas as well as those in the rest of the Region who are aware of the trend, are concerned about their continued employment. Many are actively seeking other employment now fearing that if and when they are declared surplus, they may not have adequate opportunity to find suitable alternative employment. Although Tribal Councils will have a more far-reaching effect on staff, continued turnover of programs, especially in the Education Program, are creating redundancies which cause insecurity in staff.

##### B) Initiatives

We have assured staff and their bargaining agents that 6 month lay-off notices will continue. As well, we have made the commitment to keep staff informed concerning the progress towards the formation of Tribal Councils.

##### C) Action:

- (i) We should be prepared to explore additional commitment which could be made by the Employer to Indian Affairs employees. For example, could we extend the same benefits as the Anti-Inflation Board employees received? We can explore the possibility of making the commitment that Indian Affairs employees will work side-by-side with emergent and/or relatively new Tribal Council for a set period of time. N.B.: Clearly, this would require additional resources.
- (ii) The ear-marking of training funds specifically for retraining is being explored.
- (iii) Personnel Management Planning being introduced on a comprehensive basis will assist easier identification of surplus areas.
- (iv) Already, a number of LGA'S are being given financial support to gain finance qualifications to fit them for B&A functions.



## 2. Minority Employment

### A) Analysis:

Quantitatively, Ontario Region has good representation of minority groups among employees. Which projected Band/Tribal Council takeovers of programs the number of employees required by the Department will decrease. Efforts to improve minority group representation will have to become more innovative to achieve improvements. Currently, 34% of the Regional work-force is native.

### B) Initiatives:

The NEP person-years in this Region are largely being used for middle level positions in officer groups so that representation of native people at higher levels in the organization can be improved.

### C) Action:

This Region will be working with Headquarters to develop counterpart training positions for the 2 most senior positions in this Region, the Director General and Director of Operations positions, for native people to receive the experience to be able to compete for those positions.

## 3. Band Personnel Adviser

### A) Analysis:

As the Bands take over more programs and increase their staffs to administer those programs, they require advice and assistance in establishing personnel management policies and systems.

### B) Initiatives:

The need for a Band Personnel Adviser has been identified in the Program Forecast:

### C) Action:

A position must be developed for the Band Personnel Adviser who has knowledge and experience in personnel management in small organizations.

## 4. Increased Emphasis on Pre-Planned Approach (from Central Agencies)

### A) Analysis:

A major situation problem which will likely become more critical due to new rules concerning no



lay-offs is the lack of a centralized, governmental bank of information indicating anticipated needs for new jobs, skills etc. in the future.

B) Initiatives:

While current analysis and action (e.g. LGA to BFA) is more possible within the Regional setting, it is clear that we need to step up the emphasis on Personnel Management Planning (PMP) as a useful managerial tool.

C) Action:

(i) Greater progress, could be made by encouraging central agencies to become more active in this area, so that there would be a source of political information for Departments and employees who wish to better direct their training funds and their efforts at placing surplus employees.

(ii) Stepped-up consultation with Unions is helping and more is needed.

5. Joint Management

A) Analysis:

There is a definite trend towards not only the establishment of Client Advisory Groups but also a quasi joint management mode of operation within the Region. This is particularly evident in the area of management of the Native Employment Program. Many employees continue to object to this because of fear of job loss and historical bureaucratic orientation.

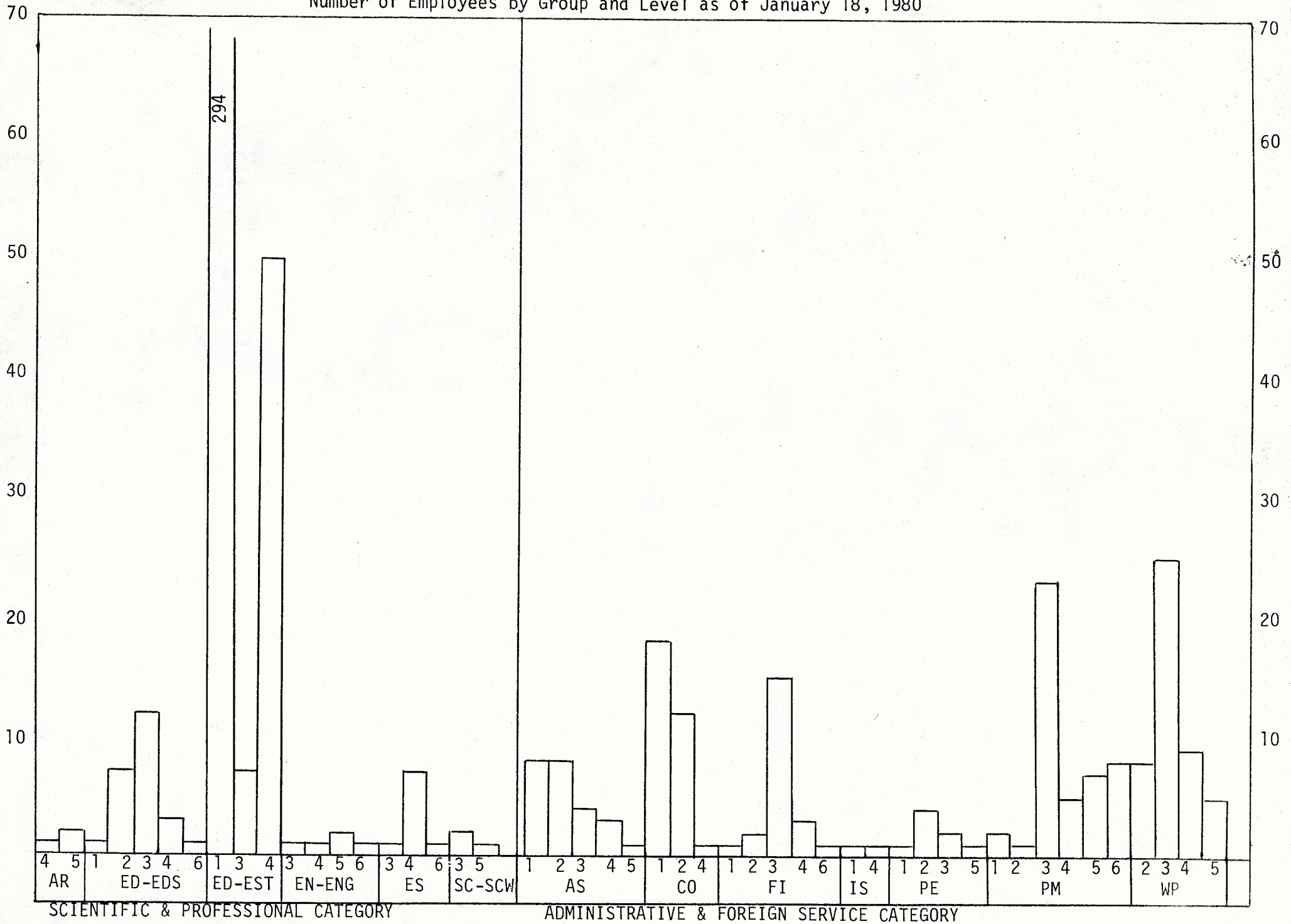
B) Initiatives:

A joint management committee is in existence in relation to NEP. It is likely that this initiative will be expanded to include other areas.

C) Action:

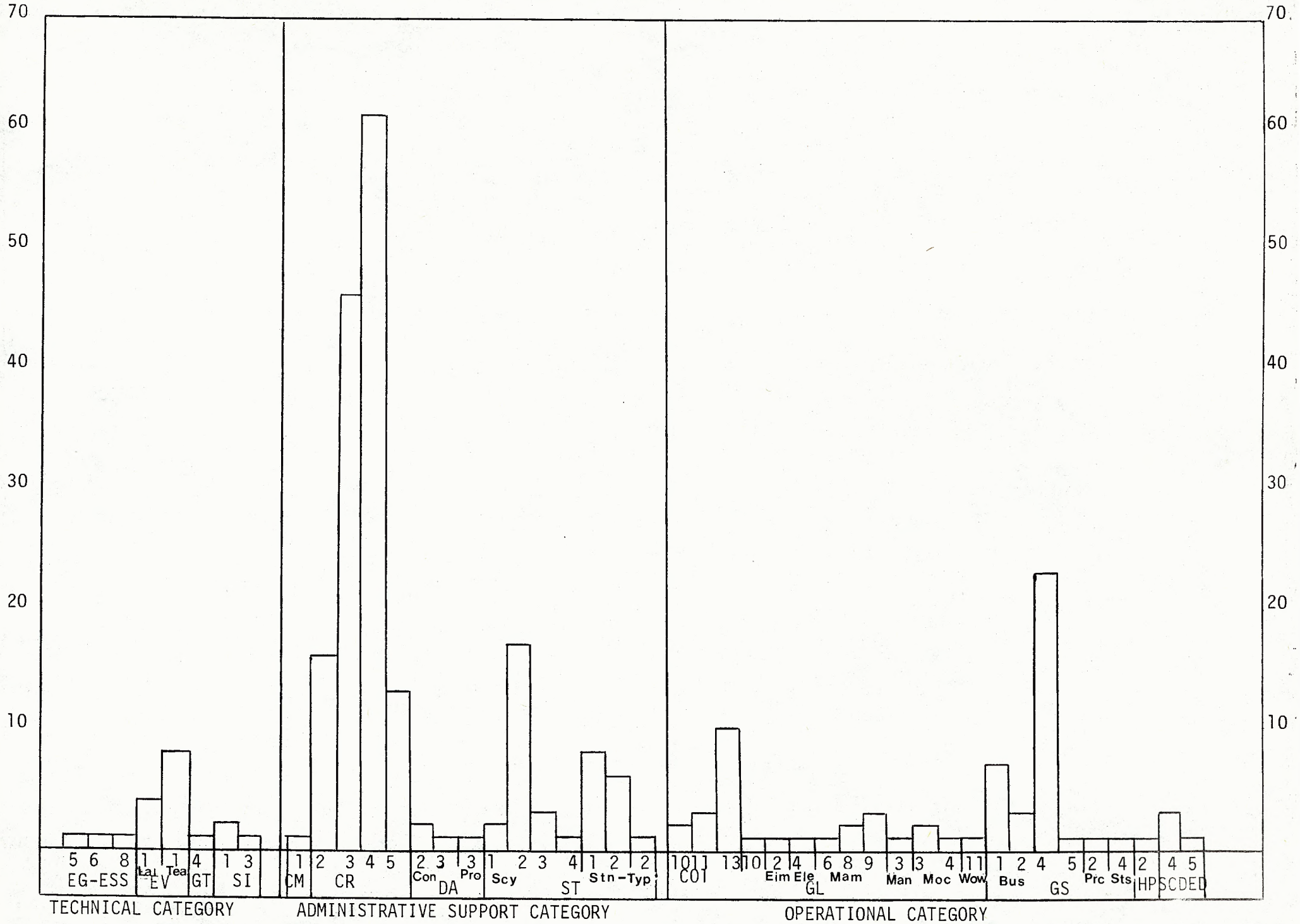
The joint management/advisory mode will be continued. Through training and other strategies, employees will continue to be exposed to this in changing the bureaucratic orientation. Continuing public relations and information dissemination will take place with the central agencies and Unions.

Ontario Region  
 Number of Employees by Group and Level as of January 18, 1980



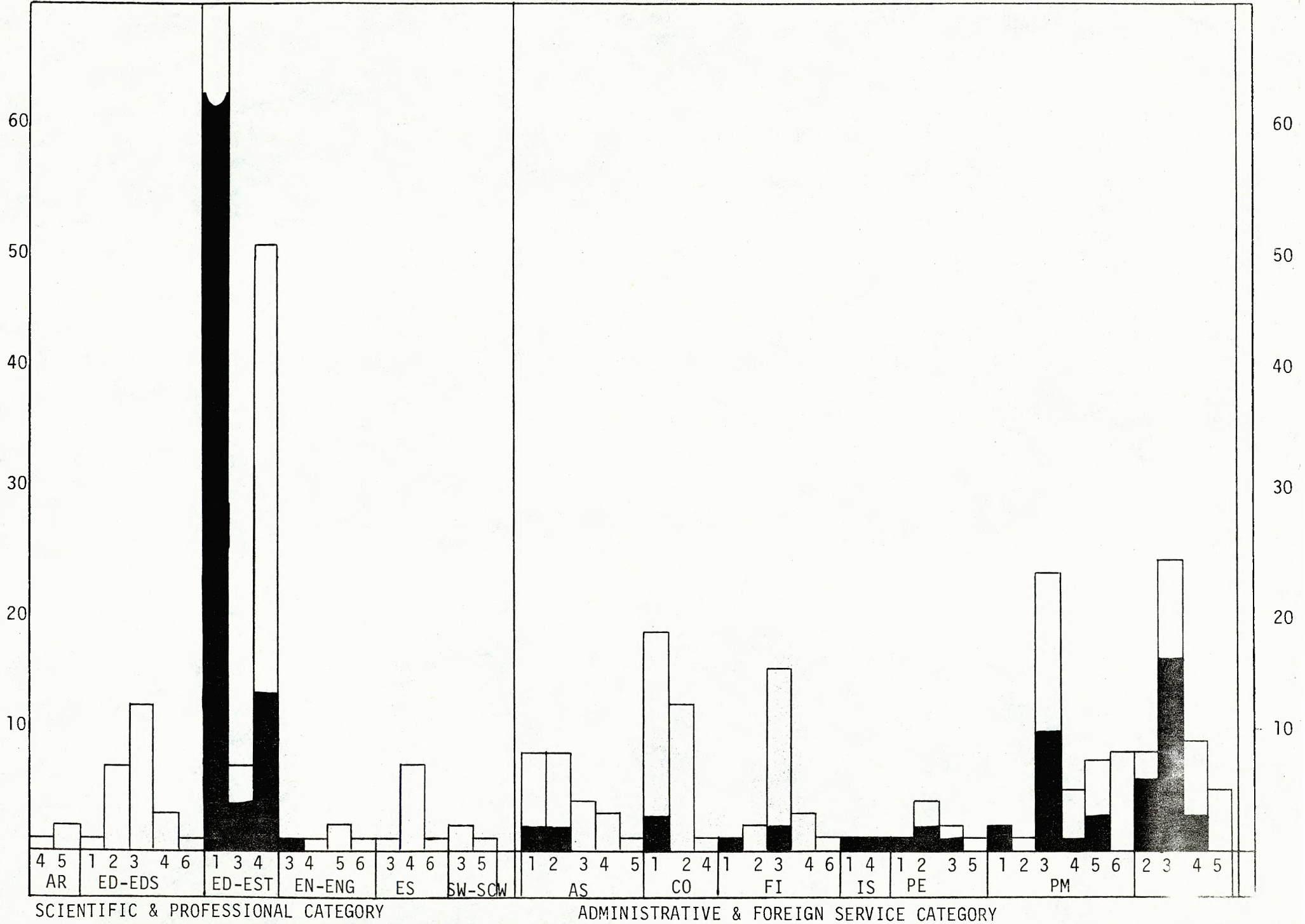


ONTARIO REGION  
 NUMBER OF EMPLOYEES BY GROUP AND LEVEL AS OF JANUARY 18, 1980



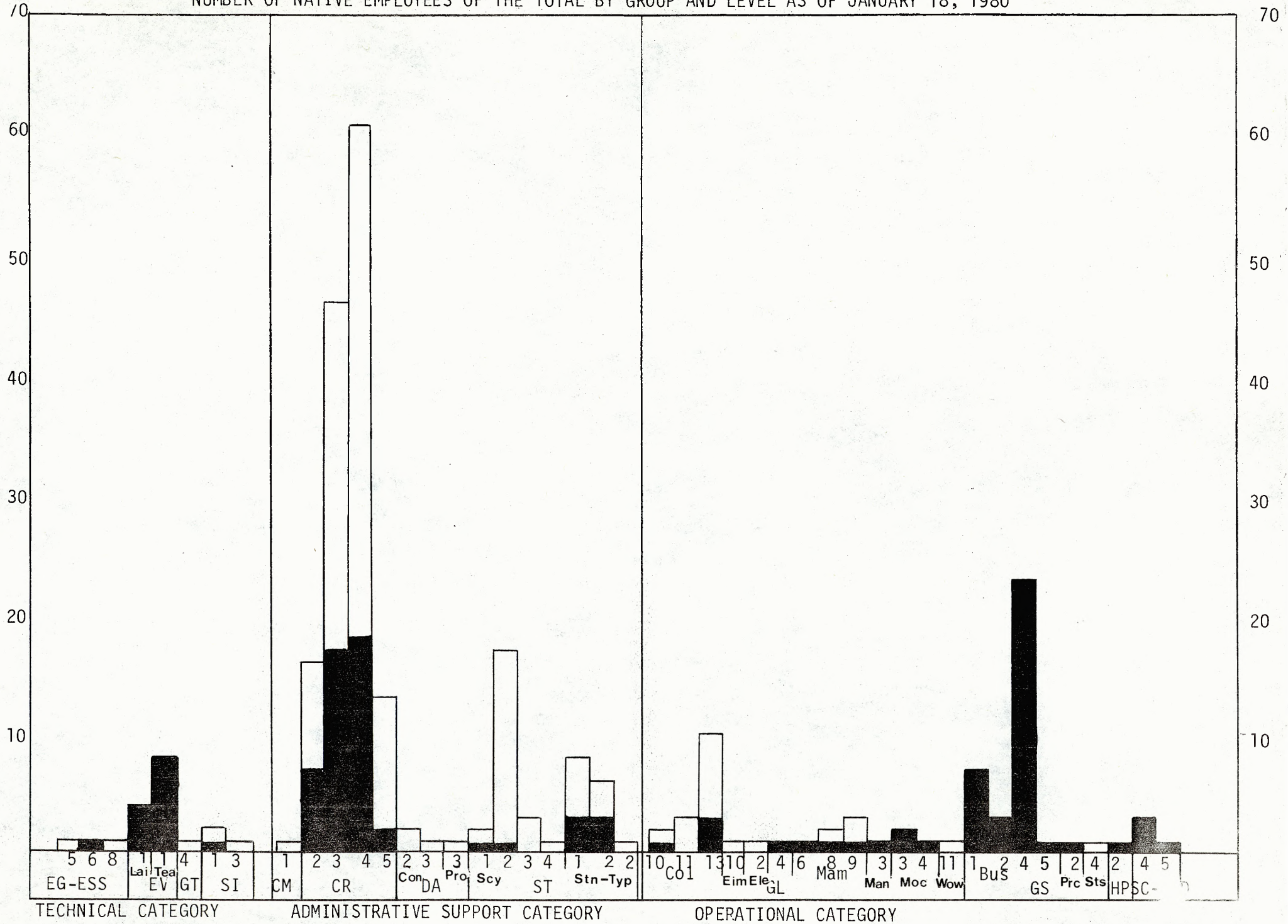
ONTARIO REGION

NUMBER OF NATIVE EMPLOYEES OF THE TOTAL BY GROUP AND LEVEL AS OF JANUARY 18, 1980



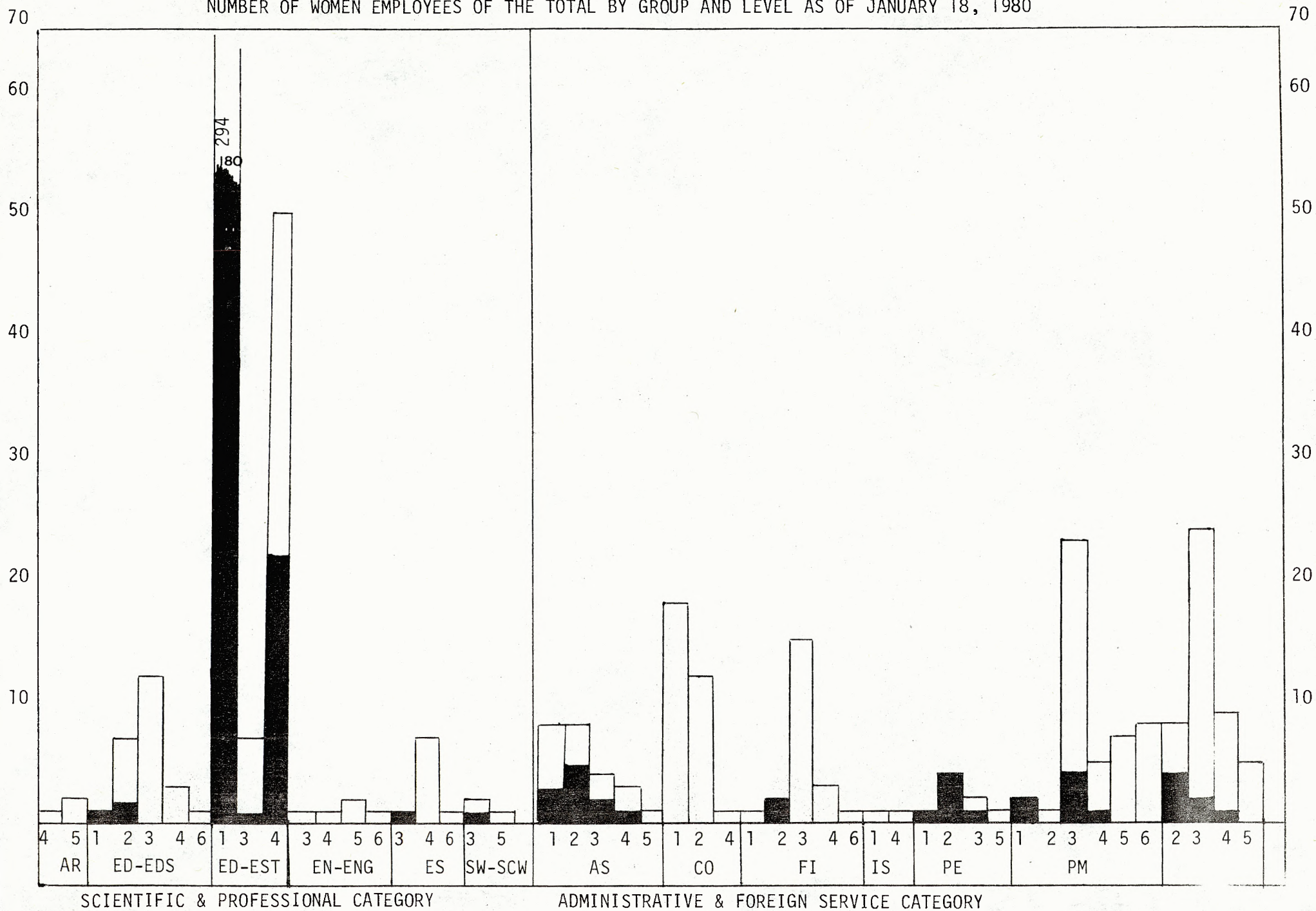


ONTARIO REGION  
 NUMBER OF NATIVE EMPLOYEES OF THE TOTAL BY GROUP AND LEVEL AS OF JANUARY 18, 1980



ONTARIO REGION

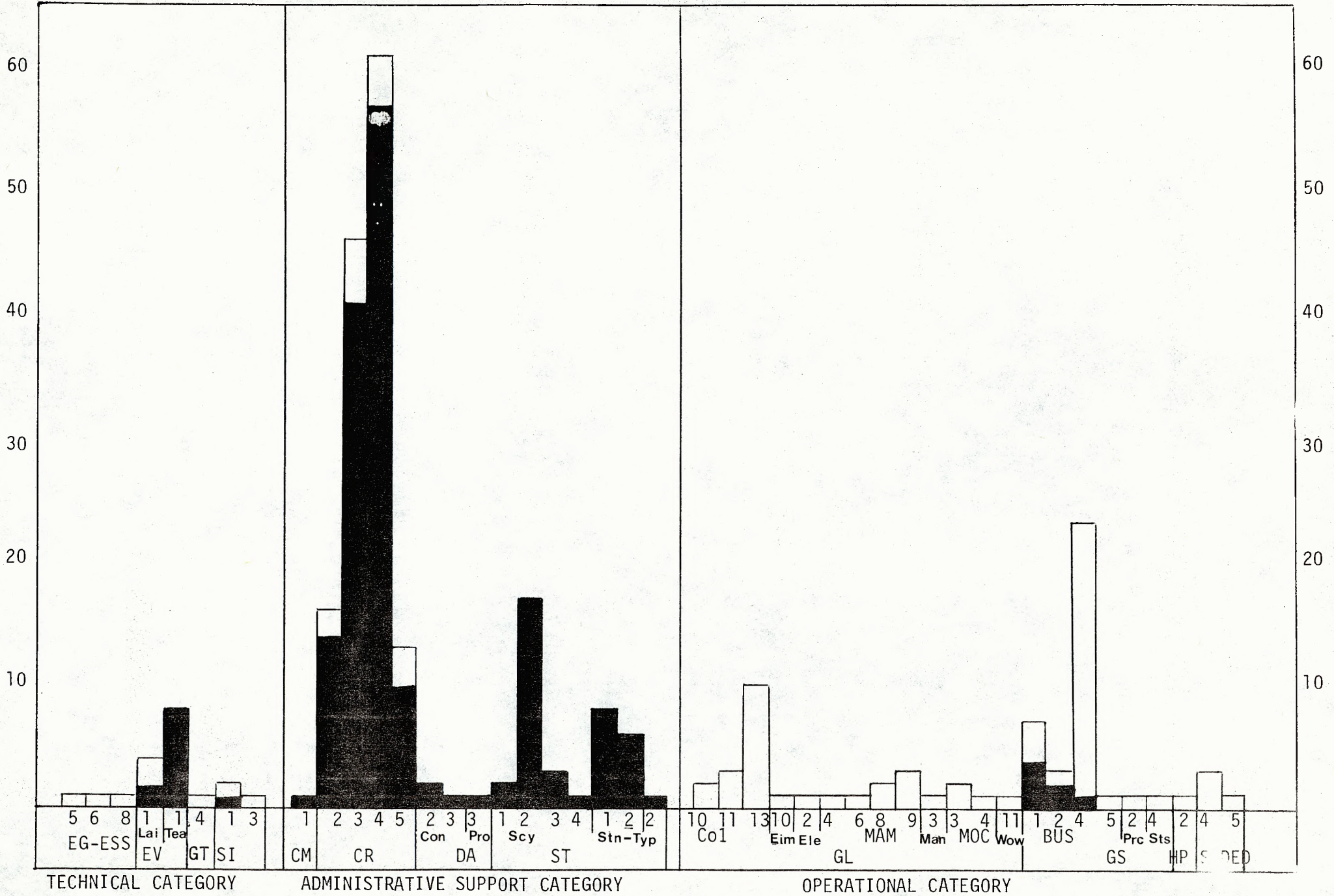
NUMBER OF WOMEN EMPLOYEES OF THE TOTAL BY GROUP AND LEVEL AS OF JANUARY 18, 1980





ONTARIO REGION

NUMBER OF WOMEN EMPLOYEES OF THE TOTAL BY GROUP AND LEVEL AS OF JANUARY 18, 1980









## INFORMATION SERVICES

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### STATEMENT OF ISSUE:

Improvement of the quality of managers' communications skills is needed.

### ANALYSIS:

Due to lack of special training and experience to adequately respond to enquiries from the news media, field managers too often do not sufficiently contribute to improvement of public education about the department's programs and objectives. Because they are ill at ease in dealing with journalists, the poor quality of response generally given by managers is seen to detract from the positive image the department is trying to build.

### INITIATIVES:

Two intensive three-day media interaction courses are scheduled for senior district and regional managers. The first is to include 12 managers in February and the second is to include a similar number in April.

Workshop content is to teach speech projection techniques via radio broadcast equipment, practice in being interviewed in television studio settings and how to get the most out of dealing with journalists from the printed media.

Specialists of Toronto's Ryerson Institute of Technology are to deliver the training under arrangement with the Public Service Commission.

### ACTION:

Managers are to have evaluation of their performance in public communications incorporated in their annual personal assessment reports. Refresher courses in interaction with the media are to be arranged for those who need it. This is to be followed up by examination of their subsequent performance to determine if additional remedial action may be necessary.

Responsibility for overseeing and directing the improvement of communications skills of regional and field managers continues to rest on the shoulders of the Regional Director General and the Director of Operations.







3 1 2 1 2 1

DATE: Feb 4/80  
TIME: 9:25 AM

Indian and Northern Affairs Affaires Indiennes et du Nord

MESSAGE FORM FORMULE DE MESSAGE

OPERATOR: MREM

TO: Eugene Harrigan, Regional Director General, (Indian and Inuit Affairs), ONTARIO Region.	FROM: J.D. Nicholson, DE Assistant Deputy Minister, Branch (Indian and Inuit Affairs), Direction Division	Not to be included in Message A ne pas comprendre dans le message File No. Dossier n°
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Telex Phone No. (if available) Numero de telephon telex (si on le a)	PRIORITY (Check whichever is applicable) Délai (cocher le délai voulu)
For Dispatch À transmettre	<input type="checkbox"/> Within 1 hr. O'ici 1 h <input checked="" type="checkbox"/> Within 3 hrs O'ici 3 h <input type="checkbox"/> By 8:30 A.M. Tomorrow <input type="checkbox"/> Au plus tard à 8:30 demain matin

PLEASE PRINT PLAINLY OR TYPE MESSAGE BELOW  
PRIÈRE D'ÉCRIRE EN MOULE OU DE DACTYLOGRAPHIER LE MESSAGE DANS L'ESPACE CI-DESSOUS

CODE NO - NO DE CODE	
Originator's - Envoyeur	Addressee's - Destinataire

1980-81: Affectations Budgétaires

Les tableaux ci-joint représentent les ressources en "Dollars" ainsi qu'en "Années-Hommes" qui ont été allouées à votre région pour l'année fiscale 1980-81. Basé sur ces affectations, il y a un certain nombre de décisions qui doivent être prise:

- 1) Toutes réaffectations de budgets devant être faites sur l'affectation budgétaire de votre région et ayant pour sujet les prévisions non-discretionnaires en excès des fonds accordés doivent être signifiées immédiatement. Il n'y aura pas de fonds additionnels dans le but de compenser pour des augmentations de volume qui ne sont pas compris dans le budget courant. (Toutes demandes bien documentées ayant pour objectif des augmentations de coûts dépassant le 4.9% déjà accordé, pourront être considérées dans un éventuel budget supplémentaire présenté au Conseil du Trésor.)
- 2) A fin d'assurer que les réductions des années-personnes soient réalisées, un plan détaillé par activité/bande doit être préparé signifiant le nombre d'années-personnes abolies ou transférées. Ces réductions devront être identifiées des activités de l'administration, l'éducation et gouvernement de bande.

1980-81 Budget Allocations

The attached table summarizes the dollar and person-year resources which have been allocated to your region for 1980-81. Given these allocations, there are several decisions/actions which must be taken:

- 1) Any re-allocation within the total allocation provided to your region required to deal with forecast "non-discretionary" requirements excess of the funding provided must be addressed now. You cannot expect any additional funding to offset volume increases not currently funded. (Well documented price increases in excess of the 4.9% already provided may be considered by the Treasury Board for possible funding through Supplementary Estimates.)
- 2) In order to ensure that the required person-year reductions are achieved, a detailed plan by activity/band must be prepared indicating person-years to be phased out or transferred. These reductions should come from administration, education and bar government activities.

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Faire de fournir les renseignements suivants qui, toutefois, ne feront pas partie du message ci-dessus.

Message Message Adapté par: <i>G. Allan</i>	Telephone No.: Numero de telephon: 7-9755	Date Date: 1/2/80	Signature of Person Authorizing Message: Signature de la personne autoris:
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TIME DELIVERED: 10:12 AM

INITIALS: *[Signature]*



2/4

3) L'affectation de fonds en capital pour des projets spécifiques ainsi que pour des bandes devra être considérée en priorité et être consistant avec les priorités du programme (ex: logement). De plus, il est évident que d'après la mise-à-jour de décembre du plan en capital/certains ajustements aux affectations courantes seront requis à l'intérieur des niveaux de financement de chaque région. En attendant les résultats des discussions et révisions additionnelles du programme courant en capital, vous devez faire les ajustements qui sont en rapport avec le critère identifié ci-haut.

4) Les plans d'opération pour l'année 1980-81 doivent être développés/amendés tel que demandé, ceci dans le but d'être conforme à vos affectations budgétaires. Les plans d'opération de votre région, incluent le plan de réduction des années-personnes tel que mentionné plus haut, doivent être soumis pour mon approbation pour le 14 mars 1980. (Les exigences minimales pour ce plan vous seront envoyées séparément). Des rapports d'activités ainsi qu'une mise-à-jour (tous les trois mois) vont être exigés.

Enfin, les régions seront tenu responsable de l'administration de leurs activités et fourniront les services essentiels tenant compte des contraintes de ressources établis. Je voudrais également insister sur le fait que le ministère est tenu responsable d'administrer selon l'affectation budgétaire qui nous a été allouée, sans demander d'affectations supplémentaires en cours de route. (Avec l'exception cependant de certaines augmentations de prix pour les items non-discretionnaires tel que mentionné auparavant dans cette même lettre).

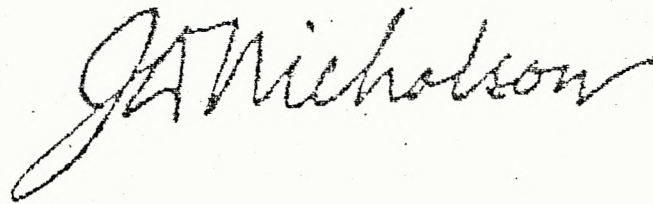
3) The allocation of capital funds specific projects and bands should consider a "worst first" criteria and be consistent with announced program thrusts (i.e. housing). It is evident from the December quarterly capital update that adjustments will be required in current capital allocation within the overall levels of funding set for each region. Pending further discussions and review of the current capital program, you should initiate adjustments which would move toward the application of the criteria above.

4) Operating plans for 1980-81 must be developed/amended, as required, conform with your budget allocations. The operating plans for your region including the person-year reduction plan noted above, must be submitted for my approval by March 14, 1980 (The minimum requirements for the plan will be forwarded under separate cover). Progress reports and an update of your plan will be required quarterly.

Finally, it is clear that each of you will be expected to manage your respective activities and deliver essential services within the established resource constraints. I also want to stress that the department is committed to manage within our present overall allocation without recourse to supplementary funding (with the possible exception of some price increases for non-discretionary items as noted above). I fully recognize the challenge which this presents to all of us but I also expect that you will be able to formulate the plans and make the necessary decisions in consultation with our clients to ensure that the best possible level of service is maintained.

Je reconnais le défi que cela représente pour vous tous, mais je m'attends à ce que vous soyez capable de formuler les plans et prenez aux décisions nécessaire en consultation avec notre clientèle, pour assurer que le meilleur niveau de service possible soit maintenu.

3/4



J.D. Nicholson,  
Sous-ministre adjoint,  
(Affaires indiennes et inuit)

J.D. Nicholson  
Assistant Deputy Minister  
(Indian and Inuit Affairs)

c.c. J. MacLeod,  
Director of Finance,  
ONTARIO Region.



T a b l e a u

T A B L E

<u>Non-Discretionary</u>		<u>Discretionary</u>		<u>Capital</u>
<u>W/O Salaries</u>	<u>Salaries</u>	<u>W/O Salaries</u>	<u>Salaries</u>	
46,529.5	7,235.7	30,746.4	10,234.2	27,800.0
TOTAL	53,765.2	TOTAL	40,980.6	
Total Region	= 122,545.8			
Total P-Y	= 837			

Les niveaux "Non-Discretionnaires" sont basés sur vos projections de volumes de la mise-à-jour de Septembre et sur les coûts unitaires 1979-80 augmentés de 4.9% pour des fins d'augmentation de prix; votre affectation discrétionnaire est basé sur le pourcentage des fonds discrétionnaires disponible en 1979-80 pour votre région; les niveaux de fonds en capital ont été préalablement établis et sont notés pour votre information; les affectations en années-personnes reflètent les réductions calculées sur une base de prorata. (Les montants relatifs aux salaires qui vous ont été fournis pour ces années-personnes peuvent être amendés légèrement une fois que l'établissement détaillés des coûts aura été finalisé.)

"Non-discretionary" levels are based on your volumes projected in the September Data Base update and 1979-8 unit/rates adjusted upward for price increases by 4.9% as appropriate; you "discretionary" allocation is based on your region's 1979-80 percentage of available discretionary funding; capital levels have been previously established and are noted for information; person year allocations reflect prorata reductions. (Salary dollars provided for these person-years may be amended slightly once the necessary detailed costing has been finalized).



PART C



## ECONOMIC AND EMPLOYMENT OUTLOOK FOR ONTARIO

This review is structured to look at the following areas:

- i An Overview of the Ontario Provincial Economy
- ii Program Development in the Ontario Region
- iii Employment Development in the Ontario Region
- iv Conclusions and Problem Areas

### i An Overview of the Ontario Provincial Economy

The following has been extracted and summarized from a paper prepared by the Department of Regional Economic Expansion.

#### 1. Ontario's Position in the Canadian Economy

Present economic indicators suggest that Ontario is becoming a "have-not" province. Although Ontario is the dominant force in the Canadian economy, with 40% of the Gross National Product, 50% of Canada's exports to the United States and one-third of the national population, these percentages appear to be declining.

Chart 1 reflects the growth of activity in western Canada and the continued slower growth in Quebec and the Atlantic provinces; probably more surprising is the indication that Ontario's economic growth, in all instances except one, has also declined in relative terms.

#### 2. Economic Overview - Current Situation

A decline in Ontario's share of the GNP from 41.2% in 1970 to 39.4% in 1977 reflects the fact that the province has been growing at a slower rate than the rest of the country. Continued strength of the manufacturing sector will depend on increased investment in high technology industries and in research development and specialization. The Ontario steel industry is operating at capacity but uncertainty over pipeline contracts may limit future potential. Tourism appears to be helped by the devaluation of the Canadian dollar. Farmer's cash receipts are rising and the outlook is for the moderate growth with a weaker performance in the livestock sector. The forest industry is performing well and government assistance programs are expected to facilitate increased investment. Mineral output is declining and value of production is dropping. Transportation, communications, finance, insurance and personal services industry sectors are potential areas of growth, although there is evidence of a westward movement of some business head office activity.



The strength of the Ontario economy is concentrated in the manufacturing and service sectors, primarily located in southern Ontario. The differences in economic performance between the north and the south remain an area of concern.

Northern Ontario's prospects will remain mixed. The region's portion of the provincial population continues to decline. Dependence on a few industries such as steel and forestry gives the region an element of instability. Mining activity has been poor (but new interest in exploration may result if current high metal prices continue). Ontario Hydro cut-backs could adversely affect developments such as Atikokan and Onakawana. Problems of remote access remain a major factor.

Eastern Ontario's economy is in a period of uncertainty. Traditional industries such as textiles and electrical manufacturing have been losing ground. The region lacks large scale destination points for tourists. Restrictive production quotas have hampered the dairy industry, but food processing and telecommunications remain two of the region's strong sectors.

Southern Ontario's agricultural sector has traditionally been one of its strengths but loss of land to urbanization is a recurring issue.

### 3. Economic Overview - Medium Term Outlook

The outlook for the Ontario economy over the next five to eight years is mixed, but in general the province will have to maximize its opportunities to achieve meaningful economic growth in the 1980's. Transportation equipment, non-metallic mineral, chemical, rubber and petroleum products and construction manufacturing together with communications and utilities industries are expected to lead the way.

### 4. Basic Development Issues in Ontario

Increasing competition from cheap labour economies overseas indicates Ontario industry must become more involved in high technology, design and specialization to remain competitive.

Industrial adjustment will be necessary to cushion the impact of factors such as increased energy costs and this may cause considerable personnel and community hardship as plants close or relocate.

Continuing high unemployment rates are forecast along with shortages of skilled labour unless appropriate labour force training programs are instituted.

Ontario has a need for better transportation facilities in general, and for better remote access in northern Ontario in particular.



Other northern issues include the need for increased processing of the region's resources within the region, the vulnerability of single industry communities, a net out-migration of population in the northeast, the location of uranium processing and waste disposal sites, the plight of the Native people vis-a-vis non-Natives and the region's general economic disparities as compared with the south. In the south-east, quota limitations on dairy production and lack of manufacturing investment are primary issues.

5. Summary of the Situation with Implications for Future Policy

An overriding factor will be the general political and economic climate which has a major influence on investment decisions. A stable currency is also seen as being essential for increased private sector investment. Ontario's economy remains the heart of Canada's industrial strength and its revitalization is essential to the country's well being. One factor is the imbalance of resources wealth in Canada, with the "resources-rich west" and the "consuming east". In terms of equalization, Ontario is rapidly moving from a "have" to a "have-not" province. Regional development policies will have to change to meet changing needs, and be based on the exploitation of each region's comparative advantages. Emphasis in regional development may have to move from the traditional areas to Ontario and indeed a greater emphasis on government programming in southern Ontario may become essential. Unless such adjustments in development programming are forthcoming, Ontario's traditionally perceived strong, central role in the Canadian economy cannot be taken for granted in the future.

ii Program Development in the Ontario Region

In Ontario, none of the provincial ministries or other federal departments recognizes any particular responsibility for status Indian people; this is generally perceived as the role of DIAND. Until recently, we have lacked the capability to adequately assist Indians to participate in and optimize potential development opportunities.

In 1979-80, to correct this deficiency, a Program Development unit was established within the Economic and Employment Development Program to:

- a) develop programs for resources unique to Indian people, such as reserve agricultural land and (at least until March 31, 1983) wild rice;
- b) maximize Indian participation in existing Federal-Provincial resource development programs such as the various DREE sub-agreements;



- c) ensure, by working more closely with other departments and ministries, that Indians have the opportunity to participate in the development of and benefits to be derived from new joint programs as they are perceived and brought into being;
- d) to explore and develop concepts for non-natural resources oriented programs to maximize Indian employment opportunities, such as a more effective use of the region's capital funds for housing.

Within this context, a number of program development priorities have been indentified for 1980-1981:

1. The intention is to extend the Federal Provincial Natural Resources Agreement to March 31, 1982 so that current initiatives thereunder will not falter until more appropriate development vehicles can be designed.
2. The nature and extent of DIAND's participation in the pending DREE Northern Rural Development Sub-Agreement must be finalized before March 31, 1980.
3. A joint Federal-Provincial Wild Rice Development Program (for implementation in 1980) is in the initial stages of negotiation, incorporating Native peoples' plans for development of the resource within the framework of the Province's current moratorium on the issuance of new wild rice harvesting licences to non-Indians.
4. An agricultural program for the reserves in southwestern Ontario is being developed, concurrent with a submission to secure both the authority and additional funds necessary to complete the main drainage networks as a basic infrastructure need.
5. Previous activities toward developing a program for the commercial fisheries in northwestern Ontario will be reactivated within the scenario that the Freshwater Fish Marketing Corporation (due to insufficient production from its areas of jurisdiction) may cease operation.
6. A study is currently underway to identify impediments to the acquisition of employment opportunities by local people in the expansion of industrial activity in northern Ontario, and to recommend procedures to remove or alleviate these impediments.



On a "priority 2" basis, the need for additional programs in the following sectors are envisioned:

7. Indian trappers require a program to provide assistance in the areas of accessibility to traplines, fur handling, marketing and grubstaking.
8. The need to maximize Indian tourist outfitting operations in northern Ontario is a matter of some urgency because the Province is under increasing pressure from prospective non-Indian operators to revoke its present policy of reserving new development north of the 11th baseline to Indian enterprise.
9. It is proposed to explore means whereby Indian people may derive greater benefit from expenditures of the capital budget for housing. At least \$30 million annually is expended to build houses, but currently little emphasis is placed on the development of skilled qualified tradesmen or the development of construction enterprises which could compete on the open market.

On a lesser or "priority 3" basis:

10. There is a need to develop programs in the forestry sector. This is probably the most difficult sector to come to grips with, due to the diversity of forest types, products, logging methods, markets and transportation facilities throughout the region.

### iii Employment Development in the Ontario Region

In 1978 we set out a three year implementation plan for Employment Programs. This was intended to be a starting point to set in motion our adopted theme of "Co-Operation Towards Native Employment in the 1980's". That plan has now been refined and augmented as set out on Chart 3. That plan is based on the assumptions worked out last year with the ORLC as presented on Chart 2.

#### a) Basic Assumptions (Chart 2)

The discussions, consultation, research and other work performed in 1978 that established the Employment Development Framework (and thus the SEDF) also saw a joint identification with the ORLC of certain basic assumptions. These continue unchanged.

Indian Assumptions

- i) Employment is a basic necessity.
- ii) Employment should be a sustained activity.
- iii) The Band Council is the prime authority for planning, development and evaluation of employment initiatives.

DIAND Assumptions

- i) Indian self-sufficiency is desirable.
- ii) DIAND has a responsibility to encourage/assist Bands to plan and be able to plan in an informed fashion.
- iii) DIAND should act as an advocate for Bands who are seeking developmental resources.

An assumption that does not seem to have been formally stated to date, but is nonetheless a basic DIAND assumption is: to receive government funding, a project has to meet certain cost/effectiveness criteria. This assumption certainly bears directly on the long-term economic opportunities.

b) Implementation Plan (Chart 3)

Step 1: Bands Gather Information for Decision-Making  
(Developed/Consulted in 1978: Implemented in 1979)

Develop a system that will enable Bands to gather and develop information on their own economic situation, economic needs and economic aspirations in such a way that DIAND and CEIC are expected to respond (SEDF in short-term: IEDF and LEAP in the long-term).

Step 2: Optimize Existing Resources  
(On-Reserve in 1978: Off-Reserve in 1980)

Without adding or changing any resources, attempt to improve the effect of already existing programs on the economic and employment situation faced by Ontario's Indians, by adopting a common format and overriding criteria. The common criteria are: improved Band plans; reductions in Social Assistance; and emphasis on long-term economic opportunities.



Step 3: Review Existing Resources

(On-Reserve in 1980: Off-Reserve in 1981)

While continuing to optimize existing resources, put in place a joint evaluation process (Indian, DIAND, CEIC, private sector) and proceed to review all pertinent government programs to determine why or why not they are utilized by Ontario's Indians.

Step 4: Set New Direction/Program(s)

(On-Reserve in 1981: Off-Reserve in 1982)

As a result of the preceding evaluation, analysis, project efforts and development experiences, a better-informed joint decision can be arrived at, which may or may not result in fundamental changes in government thinking.

- c) Population Trends (Chart 4)
- d) Working Age versus Dependent Age Population (Chart 5)
- e) Current Situation

Just before getting into the current situation it is worth noting that the November 20, 1979 speech by our Minister to the Executive Planning Committee dealt almost exclusively with Economic Development. Most people will have already taken the opportunity to read the notes for that speech. The direction which Ontario Region has taken is quite consistent with that being promoted by the Minister. The only significant difference is that the Minister seems to stop at the Reserve boundary, whereas Ontario Region takes the position that the off-Reserve, private sector, opportunities must also be addressed if Indian self-sufficiency is to be truly improved over the next decade.

i) Community Profiles

The Community Profile information received to date from the Bands is limited. The format has been revised and distributed to all Districts. It is expected that a significant number of Bands will be sitting down with District and, in cases, CEIC staff to better document the profile of their community and to discuss development intentions and options for 1980-81. With this improved data base information, Regional CEIC and DIAND staff can better co-ordinate efforts to improve the support to Bands. In the meantime, the Research Branch of our Department published a series of demographic, social and economic profiles across Canada, including one for the Demographic and Socio-Economic Subcommittee of the Ontario Tripartite Working Group on Services in October 1979. This report has been widely distributed in Ontario, and again,

most people will have already taken the opportunity to read this report. Two charts have been drawn by Ontario Region based on the report just mentioned. Chart 4 demonstrates the effect of the change in 1979 of the migration away from Reserve to a static migration situation. Chart 5 demonstrates the dramatic increases that can be anticipated in Indians entering the labour force over the next decade.

ii) Improved Band Plans

The number of Bands clearly committed to improving their abilities to produce plans for their employment and development continues to grow. Each District seems to approach this subject in a different manner at different speeds and with different emphasis.

Again, few Bands appear to have clearly set out development plans, but many are working on them. As at December 31, 1979:

- a) 48 Bands have employed development officers
- b) 22 Bands have grouped into four development areas;
- c) 14 Bands have active BED Committees;
- d) 3 Bands have Employment Counsellors working directly with CEIC and the private sector to secure off-Reserve employment opportunities.

DIAND and CEIC are encouraging Bands to plan by directing their discretionary funds towards those who do plan.

iii) Social Assistance Reductions

One of the key yardsticks to measure progress towards Indian self-sufficiency will be reductions in the number of employable Indians who are receiving social assistance benefits. (Two graphs are included here to serve as beginning points to discussing this subject, see Charts 6 and 7).

It is clear that much review and analysis and straight-forward discussion of this subject, combined with imaginative developmental initiatives will be needed to be able to make the desired changes come true.

Without such a review it is going to become next to impossible to continue to make developmental use of Social Assistance funds. The total budgets for Social Assistance "basic need" in Ontario is going in the wrong direction: 76/77 - \$8,671,600; 77/78 - \$9,345,100; 78/79 - \$10,559,100; 79/80 - \$13,593.00 (estimate); 80/81 - \$14,542,400 (estimate).



If we are attempting to bring a positive change to the above, we need to show what we are attempting, how it is progressing and what lessons we have learned and are applying to further attempts. Without adequate reports the process is not possible and the resources will disappear.

In fact, in the broader picture, if DIAND cannot demonstrate that the Bands are making a productive developmental use of Social Assistance funds, it will be impossible to convince CEIC that they should even consider making any developmental use of Unemployment Insurance funds. To be able to understand this issue requires consistent information from interested Bands.

iv Conclusion and Problem Areas

We have indicated that we are living in a provincial environment which is not expanding to any great degree, and in which to improve one's position it is necessary to be better equipped and to have better plans than the competition. For this reason we have stressed the need for:

- i) Bands to plan their own destinies in a realistic manner related to the resources available;
- ii) Real, well-planned development that can ultimately be self-supporting in a competitive world, and not the continuation of endless make-work projects.

In placing the emphasis of our program development and employment programs to make existing job sectors more efficient, and to encourage Bands to develop innovative ways to develop their future, we have a program to help Indian people compete and succeed in the Canadian economic environment.

The Concerns

Our major concerns are that area programs are designed to encourage innovative ways of succeeding, but that the Federal Government, both in this and other Departments, is currently not able to respond to the demands that will be generated.

The Concerns Are:

a) CEIC/DREE Programs

Because the federal public service as a whole, is responsible for employment strategies for Native people we must co-operate with each other to develop a common employment strategy. Since 1978 the Ontario policy of DIAND and CEIC is to develop co-operative and complementary service mechanisms vis-a-vis Native people to meet the socio-economic development needs they express, at least in so far as it relates to employment and unemployment. In Ontario, DIAND is moving towards an advisory/support stance to Band initiatives (including administrative mechanisms); it is important that other departments co-operate in order that our employment strategies be successful.

b) DIAND IEDF Authorities

The major support programs for long term development is the IEDF, now primarily through contributions with loans reduced to a secondary role.

In Ontario we can identify nearly 500 existing businesses operated by Indian people, varying from one-man service businesses to employers of over 100 people working on contracts for multi-national corporations. The Ontario loan repayment record has been twice the national average, and the success of businesses has been enhanced due to stabilization programs in recent years.

We believe there is a need for much greater Federal interdepartmental co-operation if we are to be able to respond to the needs which we are identifying. We hope that Headquarters agrees that changes are necessary and will be able to take action on those that must appropriately be initiated at the National level.



PART D

HOUSING

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ONTARIO REGION

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HOUSING PROJECTIONS

JANUARY 30, 1980



HOUSING PROJECTIONS  
JANUARY 30, 1980

CHART # 1

EXPECTATIONS WHEN MAKING TREASURY BOARD SUBMISSIONS

BASED ON 1977 HOUSING SURVEY  
EXCLUDES BRANTFORD DISTRICT

BASED ON THE FOLLOWING ASSUMPTIONS

- 1) FAMILY FORMATIONS INCREASE BY 3% ANNUALLY.
- 2) CONSTRUCT 450 UNITS ANNUALLY.
- 3) RENOVATE 200 FAIR UNITS ANNUALLY WHICH WOULD BRING THEM TO GOOD CONDITIONS.

CONCLUSION:

TO MEET THE HOUSING SHORTAGE BY DECEMBER 31, 1986 WOULD REQUIRE:

1,917 NEW ADDITIONAL UNITS FOR NEW FAMILY UNITS  
1,158 NEW ADDITIONAL UNITS TO REPLACE POOR HOUSES  
3,075 NEW ADDITIONAL UNITS  
25 ADDITIONAL RENOVATIONS

AN ADDITIONAL 439 NEW UNITS WOULD HAVE TO BE CONSTRUCTED EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 97% OVER OUR PRESENT 450 UNITS.

ESTIMATED ACTUAL SITUATION:

BASED ON 1977 HOUSING SURVEY.

BASED ON THE FOLLOWING ASSUMPTIONS

- 1) FAMILY FORMATIONS INCREASE BY 3% ANNUALLY.
- 2) CONSTRUCT 450 NEW UNITS ANNUALLY.
- 3) RENOVATE 200 FAIR UNITS ANNUALLY WHICH WOULD BRING THEM TO GOOD CONDITION.
- 4) 50 HOUSES DESTROYED BY FIRE ANNUALLY  
25 GOOD  
15 FAIR  
10 POOR
- 5) 10% OF THE GOOD HOUSES DETERIORATE TO FAIR CONDITION ANNUALLY.
- 6) 10% OF THE FAIR HOUSES DETERIORATE TO POOR CONDITION ANNUALLY.
- 7) 20% OF THE POOR HOUSES ARE WRITTEN OFF ANNUALLY.

CONCLUSION:

WE ESTIMATE THAT TO MEET THE HOUSING SHORTAGE BY DECEMBER 31, 1986, WOULD REQUIRE:

4,226 NEW ADDITIONAL UNITS FOR NEW FAMILY UNITS.  
1,030 NEW ADDITIONAL UNITS TO REPLACE POOR HOUSES  
5,256 NEW ADDITIONAL UNITS  
2,408 ADDITIONAL RENOVATIONS

AN ADDITIONAL 751 NEW UNITS WOULD HAVE TO BE CONSTRUCTED EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 164% OVER OUR PRESENT 450 UNITS.

AN ADDITIONAL 344 RENOVATIONS WOULD HAVE TO BE CARRIED OUT EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 172% OVER OUR PRESENT 200 UNITS.

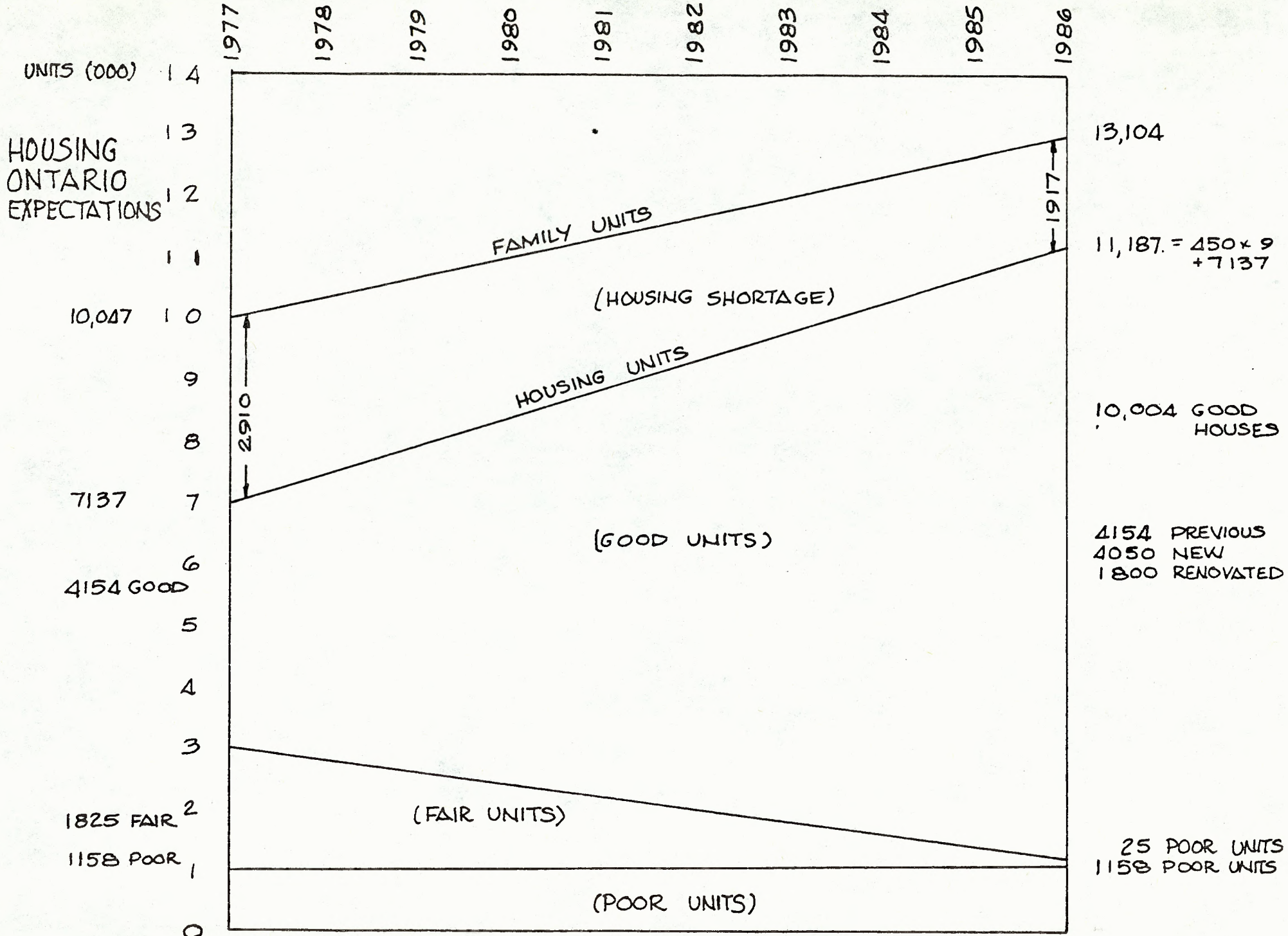


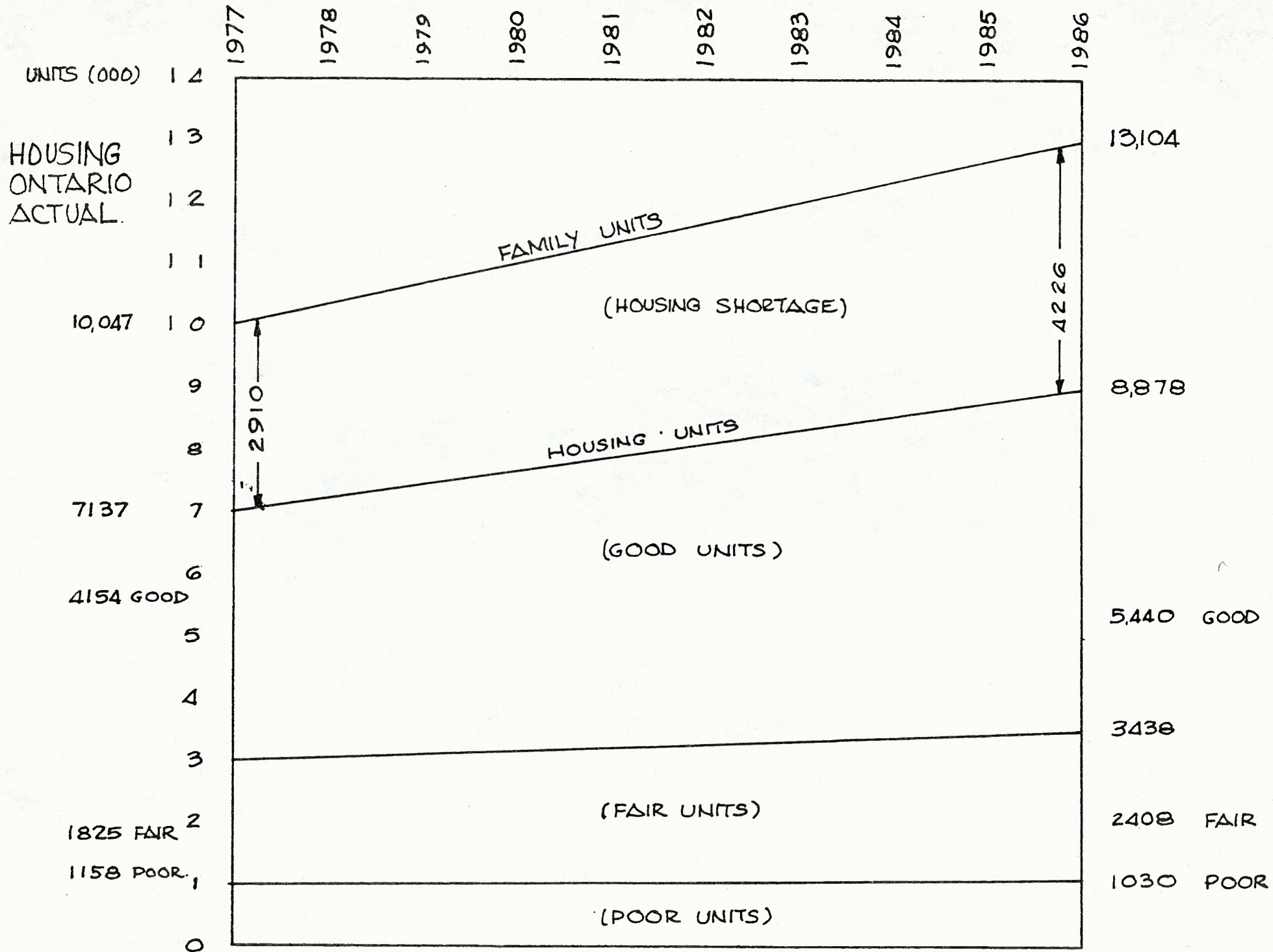
AN ESTIMATE OF WHAT WILL ACTUALLY HAPPEN AFTER 9 YEARS  
OR DECEMBER 31, 1986

- 1) 4,050 NEW HOUSES WILL HAVE BEEN CONSTRUCTED.
- 2) 1,800 FAIR HOUSES WILL HAVE BEEN RENOVATED.
- 3) 450 HOUSES WILL HAVE BEEN DESTROYED BY FIRE.
- 4) 4,339 HOUSES WILL HAVE DETERIORATED FROM GOOD TO FAIR.
- 5) 1,821 HOUSES WILL HAVE DETERIORATED FROM FAIR TO POOR.
- 6) 1,859 HOUSES WILL HAVE BEEN WRITTEN OFF.
- 7) THERE WILL BE AN ADDITIONAL 1,741 HOUSING UNITS.
- 8) THERE WILL BE AN ADDITIONAL 3,057 FAMILY UNITS.
- 9) THE HOUSING SHORTAGE WILL HAVE INCREASED BY 1,316 UNITS.  
FROM 2,910 TO 4,226 UNITS.

	1977 ACTUAL	1986 EXPECTATIONS	1986 ESTIMATED ACTUAL
PERCENTAGE OF FAMILY UNITS WITH NO HOUSING	29	14	32
PERCENTAGE OF FAMILY UNITS IN GOOD HOUSING	41	76	42
PERCENTAGE OF FAMILY UNITS IN FAIR HOUSING	18	0	18
PERCENTAGE OF FAMILY UNITS IN POOR HOUSING	12	9	8
TOTAL	100	100	100













PERSON-YEARS

- A. PRESENT SITUATION
- B. COMPARISON WITH OTHER REGIONS (CHART)
- C. SPECIFIC ONTARIO FACTORS
- D. ANTICIPATED FUTURE
- E. CONCLUSION



\* A. PRESENT SITUATION

THE ONTARIO REGION CURRENTLY HAS A TOTAL OF 867 PERSON-YEARS.

\* B. COMPARISON WITH OTHER REGION'S

THE ATTACHED CHART INDICATES A COMPARISON OF STAFF-YEARS BY REGION, LINKED WITH BUDGET AND NUMBERS OF CLIENTS.

\* C. SPECIFIC ONTARIO FACTORS

1. GEOGRAPHIC SPREAD

2. DECENTRALIZED DISTRICT OPERATION - 10 DISTRICTS

3. LARGE NUMBER OF INDIAN ASSOCIATIONS, CONSULTATIVE MECHANISMS:

TREATY 3

TREATY 9

UNION OF ONTARIO INDIANS

ASSOCIATION OF IROQUOIS & ALLIED INDIANS

JOINT CHIEFS ' OFFICE

ONTARIO REGIONAL LIAISON COUNCIL

DISTRICT LIAISON COUNCIL IN EACH DISTRICT

4. DEVELOPED ACTIVITY IN INTERGOVERNMENTAL AFFAIRS

E.G. FEDERAL-PROVINCIAL AGREEMENTS (SOCIAL SERVICES, POLICING)

- TRIPARTITE LANDS & RESOURCES WORKING GROUP

- REVISION OF 1924 ONTARIO INDIAN LAND AGREEMENT

- HEADLAND TO HEADLAND

5. DIVERSITY OF LEVEL OF ADVANCEMENT IN BANDS

ONTARIO HAS 115 BANDS WHOSE RELATIVE POSITION IN TERMS OF ECONOMIC OPPORTUNITY, SOCIAL CIRCUMSTANCE AND CLIMATE DIFFER SIGNIFICANTLY.

IN NORTHWESTERN ONTARIO AND JAMES BAY, 30 RESERVES ARE ACCESSIBLE BY AIR ONLY, OF THESE RESERVES SOME MUST BE ACCESSED BY FLOAT PLANES WHICH MEANS THAT THEY FACE ENFORCED PERIODS OF ISOLATION DURING BREAKUP AND FREEZEUP. SERVICING OF NORTHERN RESERVES IS DIFFICULT; FOR EXAMPLE, SIOUX LOOKOUT DISTRICT IS AS LARGE AS FRANCE AND TORONTO IS CLOSER TO MIAMI, FLORIDA THAN IT IS TO KENORA.

IN OUR EXPERIENCE, BANDS WITH A MEMBERSHIP OF LESS THAN 300 LACK THE HUMAN RESOURCES TO EFFECTIVELY PLAN AND MANAGE PROGRAMS. OF THE 115 BANDS IN ONTARIO, 61 HAVE LESS THAN 300 MEMBERS. THIS FIGURE REPRESENTS 52.17% OF ONTARIO BANDS. SUBSTANTIAL PROGRESS IN TRANSFERRING ADDITIONAL PROGRAMS TO BANDS OF THIS SIZE IS UNLIKELY IN THE SHORT-RANGE AND THIS HAS RESOURCE IMPLICATIONS.

\* D. ANTICIPATED FUTURE

THE FOLLOWING ARE FACTORS WHICH INHIBIT THE OPPORTUNITY TO CUT PERSON-YEARS REQUIREMENTS IN THE FUTURE:

- 1) INDICATED TREASURY BOARD REQUIREMENTS CONCERNING NO LAY-OFFS
- 2) ALTHOUGH THERE IS ANTICIPATED GROWTH OF TRIBAL COUNCILS, THERE IS LIKELY TO BE A NEED FOR SIDE-BY-SIDE DEVELOPMENT I.E. CONTINUING EXISTENCE OF, FOR EXAMPLE A DISTRICT OFFICE UNTIL A TRIBAL COUNCIL IS FULLY ESTABLISHED AND OPERATING. N.B. THERE IS BECAUSE OF THIS, A CLEAR REQUIREMENT FOR CHANGE IN THE "MIX" OF SKILLS REQUIRED.
- 3) THE HISTORIC IMBALANCE IN THE DISTRIBUTION OF RESOURCES ACROSS REGIONS. THIS HAS ALREADY BEEN DOCUMENTED ON A PROGRAM-BY-PROGRAM BASIS.
- 4) EXCEPT FOR THE EDUCATION PROGRAM, THERE IS LITTLE REMAINING OPPORTUNITY FOR TRANSFER OF PROGRAMS TO BANDS.

\* E. CONCLUSION

BESIDES THE CHART PROVIDING A COMPARISON OF RESOURCES BY REGION, THE FOLLOWING ARE SPECIFICS WHICH NEED TO BE HIGHLIGHTED:

1. EDUCATION

THE ADM APPROVED "PERSON-YEAR ALLOCATION CRITERIA" INDICATES A SHORT FALL IN ONTARIO OF 45-50 PERSON-YEARS.

2. ENGINEERING & ARCHITECTURE

A NATIONAL STUDY INDICATES A SHORTFALL OF 15-16 PERSON-YEARS COMPARED WITH OTHER REGIONS.

3. ECONOMIC & EMPLOYMENT DEVELOPMENT

USING STATISTICS OF ON-RESERVE POPULATIONS SERVED, OTHER REGIONS HAVE APPROXIMATELY 20% MORE PERSON-YEARS.

IT IS APPRECIATED THAT IT IS DIFFICULT TO MAKE WATER-TIGHT COMPARISONS ON A REGION-BY-REGION BASIS AND INDEED THIS HAS NOT BEEN ATTEMPTED IN THE AREAS OF LOCAL GOVERNMENT OR PLANNING SINCE THE STRUCTURES REGION-TO-REGION APPEAR TO BE SO DIFFERENT. HOWEVER, THE ABOVE COMPARISONS DO APPEAR TO BE VIABLE.

IT IS UNDERSTOOD THAT IN THE PRESENT CLIMATE OF GOVERNMENT THE OPPORTUNITY FOR MORE PERSON-YEARS IS NON-EXISTENT.

THEREFORE, THE REGION TAKES THE POINT OF VIEW THAT WE MUST RETAIN THE 867 PERSON-YEARS CURRENTLY ALLOCATED.







### Native Employment Program

More detailed plans for the Native Employment Program will be developed as a part of the Personnel Management Planning Process.

However, with the present situation of good quantitative representation of native people (34%) on staff and the probable future decline of person-years in the Region, emphasis will be placed on the following activities:

- qualitative representation
- counterpart training - e.g. Director General's and Director of Operations positions
- native awareness training
- training in the selection process for Native representatives
- career development workshops
- interchange programs
- job design for greater flexibility in selection
- more open competitions
- increased information provided to employees, the client and also the public







## Regional Planning Process

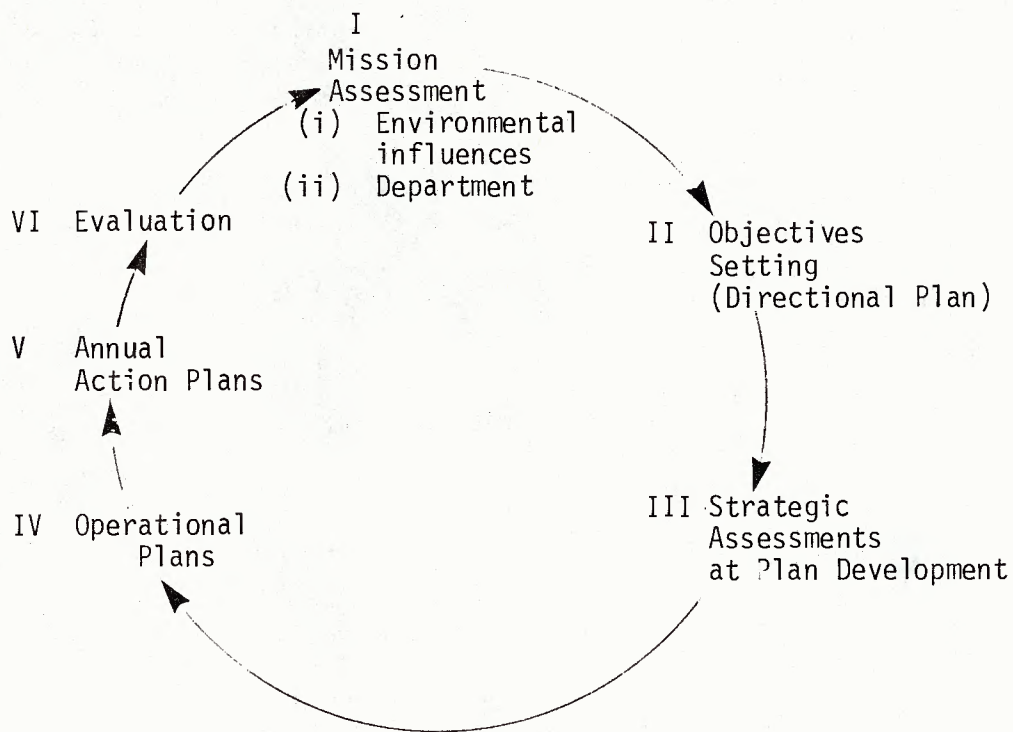
Planning in the Department has not been used to the extent that it could, resulting in no clear definition of cycles nor roles of department officials or the client groups. This has resulted in a reactionary rather than anticipatory approach to planning. This results in a lower priority for forward planning activities such as program forecasts, strategic plans, operational plans and, on occasion, work plans. This lack of planning process has been confirmed by the Auditor-General, Comptroller-General and the Deputy Minister.

The Ontario Region is committed to the development of a planning process where the roles and responsibilities of all programs, activities and services are clearly defined. Proper and effective planning cycles will overcome problems associated with operating on an ad hoc basis.

The Department, at both regional and headquarters level must make a commitment to development and implementation of the planning process. It must include participation of the client group so that the Indian people are aware of where they can contribute to and benefit from the planning process. The development of the planning process is a high priority and will be handled with existing resources.



REGIONAL PLANNING PROCESS



NOTE: The process must be integrated, involving both the Department and the Indian people.

A PROPOSAL TO ESTABLISH ROLES AND RESPONSIBILITIES  
IN THE ECONOMIC AND EMPLOYMENT DEVELOPMENT PROGRAM  
ON A PILOT BASIS IN THE ONTARIO REGION

Prepared for:

Mr. E. Harrigan, Director General, Ontario Region  
Mr. E. Hobbs, Director, Economic and Employment Development

by

Peter R. Kemball

14 September 1979



TRAINING AND DEVELOPMENT POLICY  
ONTARIO REGION  
INDIAN AND INUIT AFFAIRS PROGRAM

The Training and Development Unit is committed toward assisting management to develop the skills and techniques required to ensure consistent, high quality service is rendered to the Indian people in the Ontario Region. This involves the development of rational approaches to problem solving, planning, goal setting and evaluation of activities. Further, this involves the continued on-going training and development of employees in this Region. Finally, this involves the provision of training services at the band level in order to supplement the movement toward local control.

The following paper outlines the definitions, the roles and responsibilities, objectives and activities that are pertinent to Training and Development in the Ontario Region.

Definitions

1. The Personnel Management Manual defines training as "the process of combining instruction and practice to give employees the skill, knowledge and experience necessary to do their present jobs efficiently and effectively".
2. Development is defined as "the planned growth of the knowledge, skill and experience of employees so that they may assume more responsible and complex duties at some time in the future".

Training and Development may be accomplished through training on the job, supervisory coaching, self-learning or formal courses. The key is to determine whether the activities are directed toward training to meet current organizational/operational needs or development to meet future organizational/operational requirements. Activities are directed towards meeting organizational and operational needs in terms of improved performance, qualitatively and quantitatively. Within

this content of organizational needs, an individual's needs for training and/or career development are addressed.

3. The Annual Training Submission is the document which formally notes the training and development needs identified through the manpower plan, and supported through the performance appraisal process, the native employment action plans and the equal opportunities action plans. This document is prepared by the Program and District Managers. The information is compiled into a single Regional submission which is forwarded to Headquarters to form the basis for the allocation of funds.

4. A Needs Assessment is the formal tool for identifying training and development requirements. This assessment may take a variety of forms i.e. observation of work and the subsequent identification of areas that may be improved, a questionnaire to determine the knowledge, skills or experience that have to be acquired to implement a new procedure, a group discussion to determine what may be required in order to function as an effective team. Need is the difference between where an individual or group is now and where the individual or group would like to be. After the need is identified, and a training program is determined to be the appropriate vehicle to meet the need, relevant objectives may be developed and a program designed and implemented.

5. An Evaluation is the formal tool for determining whether or not the training activities have been successful in satisfying the need or needs identified. The evaluation should indicate whether or not the training activities contributed to improved performance in meeting operational or organizational requirements.

6. An Organizational Need is one which is shared by employees in the Region, in a District or in a Program. An example would be the need to develop a cohesive team approach to activities for which the group is responsible.

7. An Operational Need occurs when an employee needs to develop certain skills or acquire certain knowledge in order to be more effective in the performance of specific duties.



## Roles and Responsibilities

1. Headquarters Personnel is responsible for declaring Departmental and Program training objectives and for imparting these objectives to the Region; for approving Regional Training Plan Submissions for inclusion into the main estimates.
2. The Regional Director General is responsible for determining Regional goals and objectives to address Regional organizational requirements. These objectives are an addition to the objectives established by Headquarters Personnel.
3. The Program and District Managers are responsible for identifying needs on an individual, program or district basis; for determining the optimum manner of meeting the needs; for consulting with Training and Development Unit personnel; for participating in the design and implementation of training programs relevant to the identified needs; and for evaluating the effectiveness of the training activities.
4. The employee is responsible for discussing areas of need with his/her Supervisor; for participating in the selection of an approach to meet this need; for participating in training and development activities; and for participating in the evaluation of the effectiveness of these activities.
5. Chiefs and Councils, Band Staff, Association Representatives and O.R.L.C. members are responsible for identifying Band Training needs; for formulating objectives; for working with Departmental personnel to formulate band training submissions; for participating in the development and implementation of band training activities; and for evaluating the effectiveness of these activities.
6. The Regional Training and Development Adviser is responsible for representing the Training and Development Unit on the Regional Management Committee; for chairing the Regional Training Committee; ensuring that training and development policies, objectives, procedures and guidelines are disseminated to all program and district managers; for providing advice and assistance on training matters; for providing consultation on needs assessment, program design, implementation and evaluation; for recommending submissions and authorizing funds; for participating on the Regional Training Team.

7. The Regional Staff Training and Development Officer is responsible for providing advice and assistance to employees and managers in terms of determining training needs, recommending potential approaches to resolution; for assisting in the design and implementation of courses; for analyzing evaluations and determining the usefulness of specific courses in meeting specific needs; for consulting with the Human Resources Adviser and the Native Employment Co-ordinator in order to obtain or give information; for reviewing training submission in conjunction with appraisals and actions plans and to recommend authorization of training plans and expenses.

8. The Regional Training Committee is composed of Program and Service Unit Managers or their representatives, the Regional Training and Development Adviser, the Staff Training and Development Officer, the Training Unit Administration Officer and the Executive Director, Chiefs of Ontario or his representative. The Committee is responsible for assisting in the establishment of the goals and objectives of the Band and Staff Training programs, including the establishment of priorities, for providing administrative direction and establishing policy governing the operations of band and departmental staff training activities; for reviewing and making recommendations on quarterly band training submissions and annual staff training submissions; for ensuring follow-up and evaluation of training completed; for conducting periodic evaluation of the total program to ensure that the program meets the identified goals and objectives.

9. The Band Training Facilitators are responsible for providing advice and assistance to bands who wish to formulate band training submissions; to assist in the needs assessment, objective setting, course preparation, presentation and evaluation; for participating as members of the Regional Training Team.

10. The Regional Training Team will be comprised of representatives from each District and Regional Office and these representatives will, in addition to their regular duties, participate as facilitators in all aspects of the training process from the planning to the evaluation stages. A "Training of Trainers" program will have to be conducted on an on-going basis in order to ensure that the team members are able to develop the necessary skills.



## Objectives

The Training and Development Unit supports managers in ensuring that each employee has the opportunity to develop to his or her full potential. The Unit will assist in keeping employees aware of changing procedures, techniques and methodologies in order to contribute to the maintenance of an effective manpower force capable of meeting current and future organizational needs. As job requirements change, employees need new knowledge and skills. The Training and Development Unit will assist managers and employees in the identification of training and development activities which will help employees accommodate to changes in their roles or functions.

The Training and Development Unit is committed to local self-government and social and economic self-sufficiency at the band level. To assist in the achievement of these goals, the Training and Development Unit provides expertise to Chiefs, Councils and Band Staff in the areas of needs assessment, advice and assistance in the development of training programs, training facilitation and evaluation processes. In order to promote the concepts of consultation and team identification, the Unit will utilize joint Departmental and Band Staff training activities whenever possible. In order to ensure employees have the opportunity for continued employment within the Public Service after programs are transferred to local control, the Training and Development Unit will assist in the identification of appropriate training and development programs to assist employees in the acquisition of the knowledge or skills required for continued employment.

## Categories of Training

For Departmental Staff there are three major areas of concern: Organizational priorities, operational priorities and career development priorities. The Departmental priorities constitute an overview of primary thrusts, for example, accountability, financial management, native development, equal opportunities and so on. The operational priorities are more specific to Regional and District needs and may include specialized courses in new processes or procedures, management

techniques, office skills and so on. The career development priorities are primarily directed toward the development of individual employees and usually involves courses after normal working hours.

Within this general framework, the Training and Development Unit utilizes the following formats:

1. I.M.P.A.A.C.T. - a three day workshop in which problems are viewed as challenges, action plans for resolutions that are formulated and the concept of team approach is enhanced.
2. Human Resources Management - a five-day workshop designed to enhance management skills such as problem solving, time management, employee motivation, evaluation techniques and so on. Specific operational objectives may be incorporated and all sessions reflect the specific needs of the group involved.
3. Orientation Training - a self-directed learning package to be used jointly by the new employee and the supervisor. This package is designed to help the new employee to adjust to his new work environment, working conditions and job duties as soon as possible.
4. Retirement Seminars - a two day seminar designed to inform employees of their benefits; to examine methods of adjusting to a different life style and to develop an awareness and interest in new life challenges, i.e. (photography, painting and so on).
5. Special Needs Training - seminars designed, conducted and evaluated to meet specific identified needs at the district or program level, for example contracts Administration Workshop. Classification Workshop, BCS/EAS Training.
6. Native Awareness - workshops designed to facilitate the sharing of the culture, aspirations and objectives of the Indian people in the Ontario Region with the staff of the Ontario Region.
7. Public Service Commission, Staff Development Branch - a variety of workshops and courses are offered by the Public Service Commission. The Training and Development Unit assists managers and employees in identifying courses appropriate to their needs and co-ordinates the enrolment of Departmental Staff.



The Band Training Program is directed toward fostering the development and growth of local government. Members of Band Councils, District Councils and Band employees (Administrative and Program staff) are the groups for whom this Program is designed. Reference may be made to the Band Training Guidelines for detailed information regarding this Program. The Band Training Submission is the document which outlines the purpose, participants, facilitators and cost of a training activity. Within this framework, the Training and Development Unit utilizes the follow formats:

1. I.M.P.A.A.C.T. - as defined on page six.
2. Management Effectiveness - a five day workshop that is similar in content to the Human Resources Management Workshop.
3. Special Needs Training - workshops designed, conducted and evaluated to meet specific identified needs at the Band level, for example, the role and responsibilities of Chief and Council, Contributions Arrangements, Community Planning, leadership developed.
4. Selection Process Training Workshop - a three day workshop designed to prepare native selection board members for full participation in the Personnel selection process.
5. Contribution Arrangements - a process by which funds are made available to Indian Associations for the purposes of designing, delivering and evaluating training programs to meet needs at the Band level.
6. Center for Training, Research and Development - C.E.N.T.R.A.D. develops training packages designed to meet a variety of needs at the Band level.

#### Co-ordination of Training and Development Activities

The Training and Development Unit is responsible for the administration and co-ordination of all courses, meetings, conferences, workshops and seminars relevant to training and development activities. The Regional Training and Development Adviser, with the assistance of the Band Training Facilitators, co-ordinates band training. The Regional Training and Development Adviser, with the assistance of the Regional Staff Training Office, co-ordinates staff training. Tuition, travel, resource material and accommodation costs should be authorized in

advance by the Regional Training and Development Adviser and will, subsequently, be authorized for payment.

### Authorizing Training

1. All managers are encouraged to conduct any on-the-job training required to meet organizational objectives.
2. Band Training - Band Training submissions are reviewed by the Regional Training and Development Adviser and final approval is given by the Regional Training Committee. Funds are then authorized by the Regional Training and Development Adviser.
3. Staff Training- Staff Training submissions are reviewed by the Regional Staff Training Officer and approved by the Regional Training Committee. The Regional Training and Development Adviser authorizes the funding.

### Calendar of Events

The Regional Director General has instructed the Training and Development Unit to record all conferences and workshops conducted in this Region. Each manager will submit conference and workshop requests involving a program and/or two or more districts to the Regional Training and Development Adviser. The approved activities will be noted on a monthly calendar which will be distributed to the Regional Management Committee. Please note that these conferences, meetings, seminars and workshops may not necessarily be for training and development purposes and, therefore, the role of the Training Unit in these instances would not include participation in the planning, presenting or evaluation of these activities.

### Summary

The Training and Development Unit in the Ontario Region encompasses the responsibilities for both Band and Staff Training. Therefore, this document has made reference to both of these activities. Although these activities are administered as separate entities, the Training and Development Unit encourages the process of joint training in order to facilitate the concept of consultation between Departmental staff and the and the Indian people and the enhance the concept of working together as a team to achieve goals.



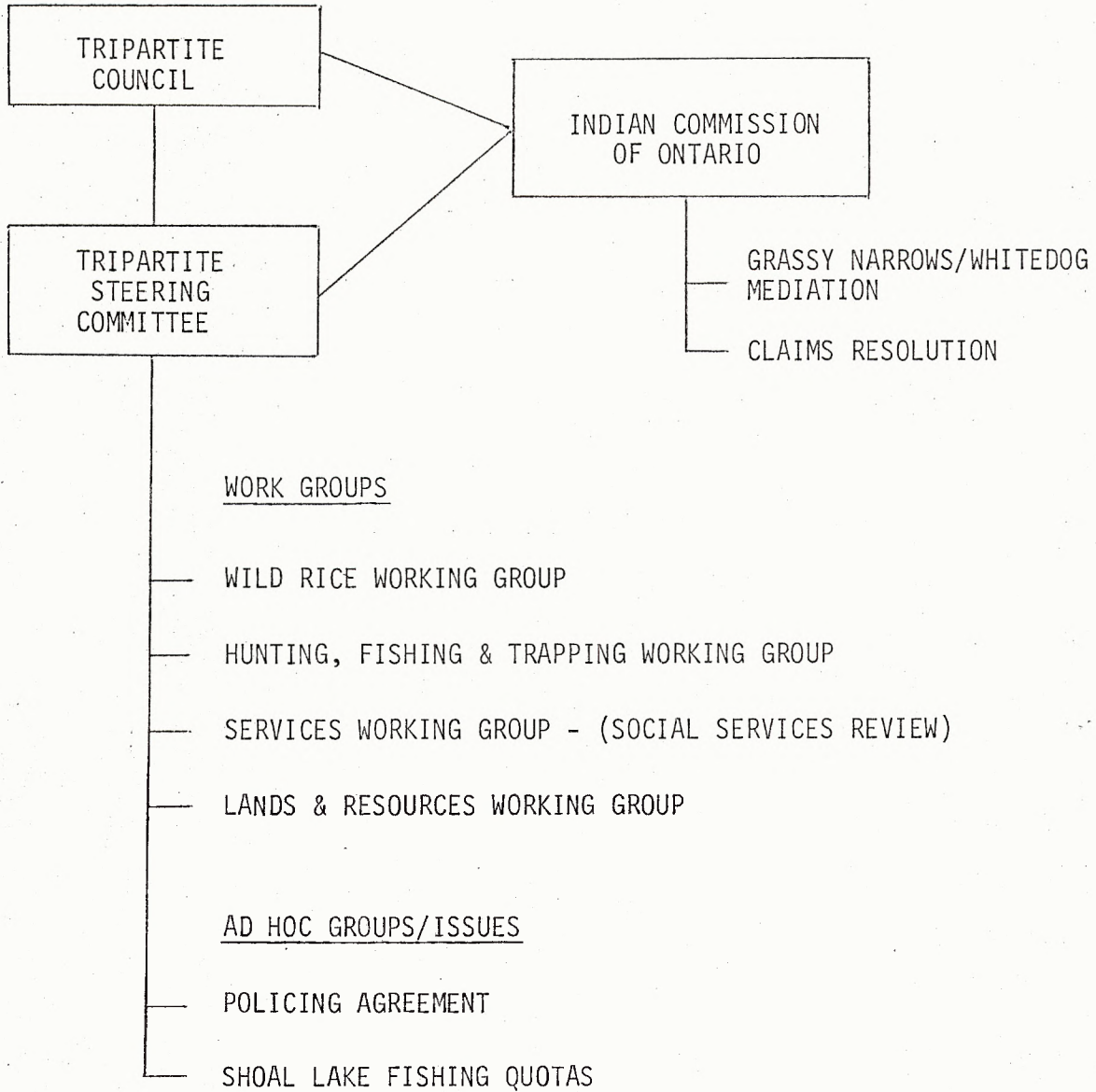
Helping individuals learn in an organization is an integral part of effective human resources management and this is vital to organization growth. Changes in policies, procedures and priorities require new knowledge and skills. In order to ensure future needs are met, individuals should be encouraged to develop to their full potential in order to effectively handle new and more complex responsibilities. Failure to help individuals learn and develop may result in frustration, decreased output, failure to achieve objectives wasted potential and wasted time. Just as machinery requires investment for maintenance in order to function effectively and efficiently over an extended period of time, employees require on-going maintenance, in the form of learning, to maintain productivity.







ONTARIO TRIPARTITE STRUCTURE



SOCIAL ASSISTANCE

CHILD CARE

	<u>Units</u>	<u>Unit Cost</u>	<u>Total Cost (in thousands)</u>
1975-76	39309	\$165.32	6,498.4
1976-77	39399	220.09	8,671.5
1977-78	40563	230.39	9,345.4
1978-79	48154	219.28	10,559.1
1979-80	52966	256.64	13,593.2

	<u>Average No. Of Children In Care</u>	<u>Unit Cost</u>	<u>Total Cost (in thousands)</u>
	643	\$4,648.52	2,989.0
	682	5,677.28	3,871.9
	660	5,962.18	3,935.0
	659	5,440.10	3,585.0
	659	6,052.05	3,980.3

Future Data Base Projections

10% Increase in Unit Cost  
3% Increase in Units

Future Projections Do Not  
Reflect Any Past Trends

Future Data Base Projections

Units Will Remain Constant  
Unit Cost Will Increase by  
12% Per Year

