

The administration of Indian affairs :
prepared for 1964 Federal - Provincial
Conference on Indian Affairs / Dept. of
Citizenship and Immigration. [1964?]

E92
C378
c. 2

~~CONFIDENTIAL~~



THE ADMINISTRATION OF INDIAN AFFAIRS

Prepared for 1964

Federal-Provincial Conference
on Indian affairs

E92
C3783

Department of Citizenship and Immigration
INDIAN AFFAIRS BRANCH

FOREWORD

At the Federal-Provincial Conference held in November of 1963 it was agreed that if Indians are to be associated more closely with the life of other Canadians in the Provinces in which they live, correlation of Federal and Provincial policies and responsibilities for health, welfare, education, community development and other services is essential.

The administration of Indian affairs is very complex, embracing as it does most segments of the national economy as well as being involved with virtually every aspect of the life of the Indian people. Because this field is one that has been occupied largely by the Federal Government, details of the nature and extent of the Federal administration are not well known generally to Provincial authorities.

Publications of the Department of Citizenship and Immigration provide information on various aspects. However, in preparation for the 1964 Federal-Provincial Conference on Indian affairs, this report has been prepared to show in some depth the work of the Indian Affairs Branch, its purpose, aims and objectives, program areas, policies, expenditures and future plans. We sincerely hope that the information presented herein, though necessarily concise, will enable a factual and accurate picture to be obtained of the administration of Indian affairs by the Federal Government.



R.F. Battle,
Director.

TABLE OF CONTENTS

	Page Number
FOREWORD	
PART I -- GENERAL INFORMATION	1
(A) The Indian People	1
(B) Indian Treaties	4
(C) History of Administration	5
(D) Objectives	6
(E) Organization	8
(F) Staff	15
(G) The Indian Act	17
(H) Finance	23
(I) Indian Claims Commission	24
PART II -- INDIAN AFFAIRS BRANCH - FUNCTIONS AND OPERATION	
(A) Support Services:	25
1. Administration Division	26
2. Engineering and Construction Division	34
3. Membership and Estates Division	36
(B) Education Services	41
(C) Operations Services:	
1. Agencies Division	51
2. Welfare Division	65
3. Economic Development Division	76
PART III -- INDIAN HEALTH SERVICES	101

PART 1

GENERAL INFORMATION

PART 1

GENERAL INFORMATION

THE INDIAN PEOPLE

At the time of the first settlements in North America about four centuries ago, the Indian population of what is now Canada was, according to the best estimates of anthropologists, about 200,000. Shortly after the advent of the Europeans, the Indian population started to decline, and continued to dwindle until it became a common belief that the Indians were a dying race. The population had decreased by almost half early in this century. Then it began to increase, slowly at first then more rapidly so that now Indians are increasing faster than any other group in Canada. Today they have regained the 200,000 mark. The following table indicates the growth of the Indian population between 1949 and 1963.

Indian Population 1949 and January 1, 1963

<u>Province</u>	<u>1949</u>	<u>1963</u>	<u>Increase</u>	<u>% of Increase</u>
Prince Edward Island	273	363	90	32.9
Nova Scotia	2,641	3,834	1,193	45.1
New Brunswick	2,139	3,524	1,385	64.7
Quebec	15,970	22,373	6,403	40.1
Ontario	34,571	46,172	11,601	33.5
Manitoba	17,549	26,676	9,127	52.0
Saskatchewan	16,308	26,483	10,175	62.3
Alberta	13,805	21,807	8,002	57.9
British Columbia	27,936	39,784	11,848	42.4
Yukon Territory	1,443	2,096	653	45.2
Northwest Territories	<u>3,772</u>	<u>5,108</u>	<u>1,336</u>	<u>35.4</u>
Canada	136,407	198,220	61,813	45.3

Location of Indian Population - January 1, 1963

On Reserves	146,165	73.7%
Off Reserves	30,682	15.5%
On Crown Lands	20,402	10.3%
Not Stated	<u>971</u>	<u>.5%</u>
Canada	198,220	100%

There are 557 separate Indian "bands". With the exception of certain nomadic groups inhabiting the outlying and northern regions, these bands are located on 2,241 "reserves", varying in size from a few acres to more than five hundred square miles, set aside by the Canadian Government for the use and benefit of Indians. A number of Indians in all parts of Canada have chosen to live off their reserves as members of the general community.

Among the Indians are to be found successful farmers, ranchers, lumbermen, fishermen and trappers, while others are pursuing careers as doctors, dentists, lawyers, teachers, nurses, clergymen, soldiers, industrial workers, stenographers, mechanics, salesmen and tradesmen.

Although the origin of the Indians remains uncertain, anthropologists believe that they came to America in successive migrations in prehistoric times from Northern Asia, probably by way of Bering Sea.

The Indians are not a single people. They are divided into a number of basic linguistic groups that are, in turn, subdivided into language groups with many local dialects. There are ten linguistic groups, of which four are found east of the Rocky Mountains - Algonkian, Athapaskan, Iroquoian and Siouan, and six in British Columbia - Kootenayan, Salishan, Wakashan, Tsimshian, Haida and Tlinkit. Some Athapaskan-speaking Indian bands also live in the interior of British Columbia and the Yukon.

The Indians of Algonkian stock are the most numerous, covering an area from the Atlantic Ocean to the Rockies; they include such well-known tribes as the Micmacs of Prince Edward Island, Nova Scotia and New Brunswick, the Montagnais of Quebec and the Ojibway, Cree and Blackfoot of Ontario and the Prairie Provinces.

Iroquoian stock, including the Hurons, is found in Ontario and Quebec; Athapaskan stock inhabits the Yukon and Northwest Territories as well as parts of the interior of British Columbia, while tribes of Sioux inhabit parts of Manitoba, Saskatchewan and Alberta.

The Indian population of Canada is widely scattered, with differing racial and cultural backgrounds, and in varying stages of economic and social development, from the primitive nomadic hunter to the highly skilled industrial worker or member of the learned professions. Like every other community in Canada, the Indian band or group is subject to the economic, social and geographical influences of the region in which it lives. For general purposes the Indian population may be grouped according to the natural economic zones of the country:

- (1) Atlantic Seaboard -- On the Atlantic seaboard, aboriginally, the various tribes lived by hunting and had no agriculture. Today, however, they are mainly engaged in forestry, agriculture, fishing, and native handicrafts, and face much the same problems as other Canadians making their homes in the same region.
- (2) St. Lawrence Basin, south of the Laurentian Plateau -- At the time of European settlement the St. Lawrence and Great Lakes regions that became Old Ontario and Old Quebec were inhabited, as now, by two main groups of Indians: Iroquoians, including Hurons, and the Algonkians, including Ojibways, Algonkins, and Abenakis. The economy and culture of these two main groups differed widely. The Iroquoians were agriculturalists, being the only aboriginal race in Canada which had developed agriculture to any great extent before the coming of the European,

while the Algonkians depended mainly on the chase for their livelihood. Today, those in the settled areas are engaged mainly in farming and industrial and professional pursuits, while those in the more remote areas rely mostly on forestry, fishing, hunting, and trapping for a living.

- (3) The Prairies -- In the Prairie Provinces the Indians, who depended upon the buffalo for practically all their needs, had to adapt themselves to new conditions following the near extinction of this animal. An intensive policy of agricultural assistance has been necessary. Many Indians are now successful ranchers and grain growers, a remarkable transition in a few generations, in view of the fact that they had no previous agricultural experience.
- (4) Pacific Region -- The Indians inhabiting the coastal areas of this region were traditionally sailors and fishermen, and today they are active in the commercial fishing industry as well as logging and other industries peculiar to the region. In the Interior, fruit growing and ranching are important, while many Indians earn their livelihood in lumbering. In the northern area trapping is the principal occupation.
- (5) Precambrian Shield -- Originally, the Indians in this vast area were entirely dependent upon hunting and fishing for their food, alternating between periods of plenty in good game years and periods of privation and starvation when game was scarce. On the whole, they still depend to a large extent upon the chase for their livelihood. But this region has witnessed a remarkable change in recent years with the advent of modern means of transportation and communication. The pulp-wood industry in the more accessible regions of this area provides employment for many Indians, while mining and other projects are changing employment patterns.

INDIAN TREATIES

Early in the settlement of North America, the British recognized an Indian title or interest in the soil to be parted with or extinguished by agreement with the Indians and then only to the Crown. This gave rise to the practice of making arrangements or treaties, as they were afterwards called, with various Indian tribes. The policy began in British colonial times in what is now the United States and was afterwards introduced into Canada.

As settlement began in southern Ontario, agreements or treaties were made with the Indians for surrender of their interests in the land. In return the Crown undertook to set aside reserves and provide additional benefits such as cash payments, annuities, educational facilities and other considerations.

In regard to Indians not already dealt with, Canada followed the policy of making treaties after Confederation, beginning in Manitoba and north-western Ontario, continuing on throughout the major part of the west and north-west, and then back again to include all of northern Ontario. In British Columbia the Province did not recognize that Indians had any title and considered the land question settled with the setting aside of reserves. However, in 1926 a Special Committee of the Senate and House of Commons recommended that in lieu of treaty monies payable in other areas, a sum of \$100,000 be expended annually for the benefit of Indians of the Province who had not been brought under treaty. (Because of their peculiar geographic position and close relationship with neighbouring Alberta Indians, the Indians of north-eastern British Columbia had been brought under Treaty No. 8 between 1899 and 1910, notwithstanding the position taken by the Province with respect to Indian title).

About half the Indian population of Canada is under treaty. This does not include the Indians of Quebec and the Maritimes, whose territorial claims had passed to the French. The British did, however, guarantee to these Indians all territories which French authorities had set aside for their use. Also not included in the treaties are the Iroquois of Brantford and Tyendinaga and certain other groups who immigrated to Canada from what is now the United States and were given reserve lands in Canada. The needs of Indians not under treaty, however, receive no less attention from the Government on that account.

HISTORY OF ADMINISTRATION

As early as 1670, during the reign of Charles II, instructions were given to the governors of the colonies to the effect that Indians who desired to place themselves under British protection should be well received and protected. Later it was found necessary to establish an office devoted solely to the administration of Indian Affairs, and in 1755 Sir William Johnson was appointed Indian Superintendent with headquarters in the Mohawk Valley in what is now the State of New York. The establishment of this office was the genesis of future Indian administrative organization in North America. Following the American Revolution, the Indian office was removed to Canada. From that time on, a continuing administrative organization has been maintained for the protection and advancement of Indian interests.

Until 1860, the Imperial Government was responsible for the management and expense of Indian Affairs in Ontario and Quebec, but in that year it was decided that the Province of Canada should assume the charge. Accordingly the management of Indian Affairs was brought under the control of the Crown Lands Department on July 1, 1860, the Commissioner of Crown Lands being from that date Chief Superintendent of Indian Affairs. In other parts of the country such Indian Affairs administration as existed was under the management of the various Provincial or Colonial jurisdictions.

By a special provision in the British North America Act of 1867, the field of Indian Affairs came under the legislative jurisdiction of the Government of Canada. It was made the responsibility of the Department of the Secretary of State at the time of Confederation and, in 1873, it became a branch of the Department of the Interior. In 1880 a separate Department of Indian Affairs was established, which continued until 1936 when Indian Affairs again became a branch, this time of the Department of Mines and Resources.

Since January 1950, the Indian Affairs Branch, Department of Citizenship and Immigration, has administered the affairs of the Indians in all parts of Canada, except Newfoundland. That Province, since entering Confederation, has continued to administer the affairs of its citizens of Indian origin with some financial assistance from the Federal Government.

OBJECTIVES

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

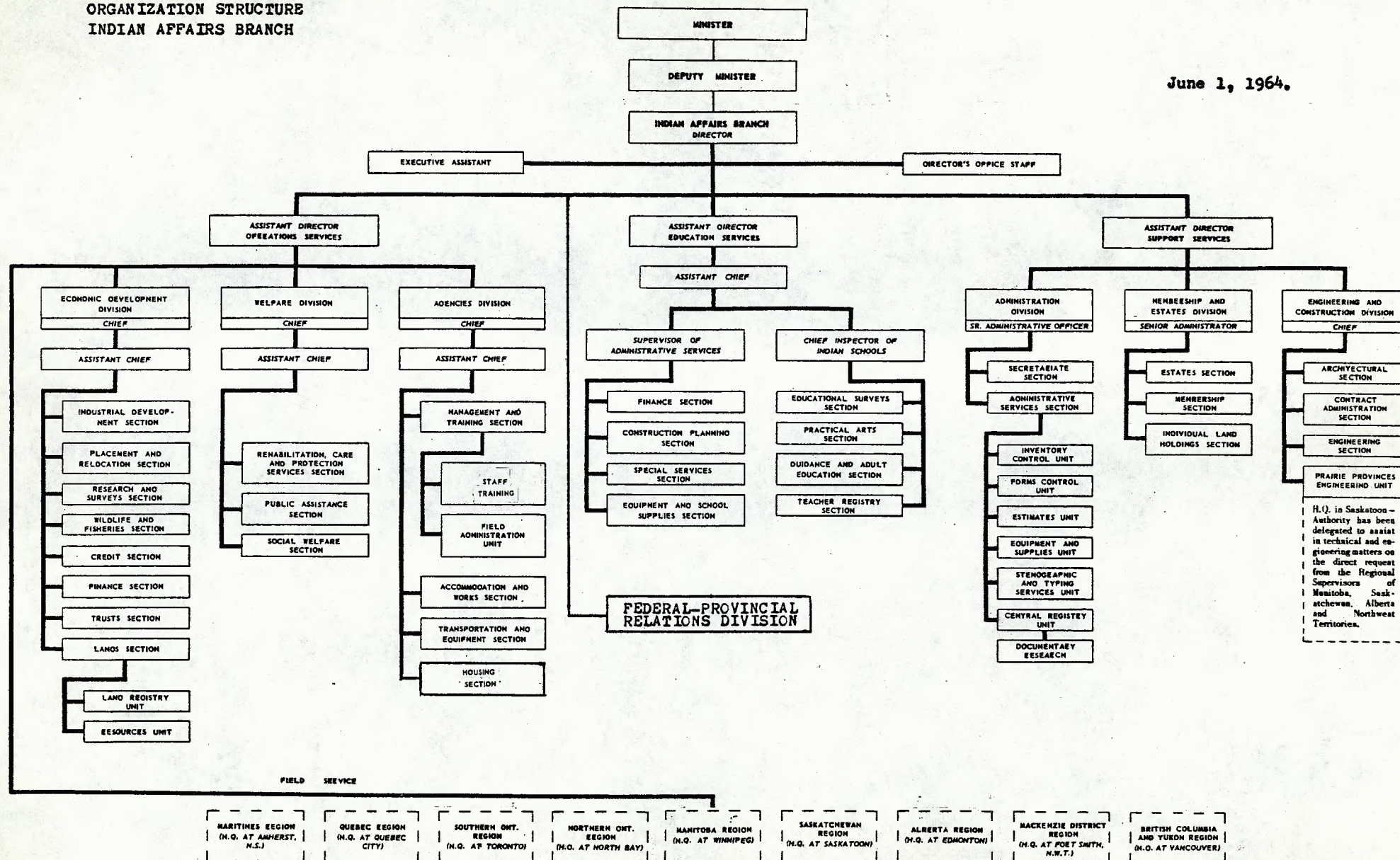
The four principal aims of Federal Government policy and programs in the post-war years based on maximum economic and social self-sufficiency have been to obtain for the Indians equality of treatment and opportunity consistent with existing trust relationships; to promote the extension of provincial services and programs in order that needs in Indian communities may be met on the same basis as for other Canadians; to promote increased participation of Indians in the management of their own affairs, both as individuals and as bands, and to promote the organization of Indian communities and the training of Indian leadership, capable and prepared to assume and discharge community responsibilities within the framework of provincial-municipal relationships.

In working towards these objectives, the Federal Government has adopted certain fundamental principles, namely, that Indians must be consulted throughout; that Indians must be guaranteed that services essential to their welfare will be maintained; that there must be no alteration of Indian rights as provided in the treaties or otherwise except with consent of the Indian people and, finally, that as the objectives are achieved it should be possible with the active cooperation of the Indians to effect a withdrawal of special supports and protection which have historically been required.

ORGANIZATION STRUCTURE
INDIAN AFFAIRS BRANCH

DEPARTMENT OF CITIZENSHIP AND IMMIGRATION

June 1, 1964.



ORGANIZATION

The Minister of the Department of Citizenship and Immigration is the Superintendent-General of Indian Affairs. Responsible to him through the Deputy Minister is the Director of the Indian Affairs Branch, who is aided in his duties by three Assistant Directors.

To implement the attainment of its objectives, the Branch is divided into a headquarters structure, and a field organization consisting of nine Regions and eighty-eight Indian Agencies.

THE HEADQUARTERS ORGANIZATION

The Branch Headquarters consists of three service groups, Operations, Support, and Education, each of which is administered by an Assistant Director. Within each service group are one or more of the eight divisions which comprise the Headquarters organization.

(a) Support Services

The Administration Division is concerned with many executive responsibilities falling within the scope of the Indian Act. Its jurisdiction covers such things as:

The election of and procedure for band councils.

Co-ordination of reports, surveys, and correspondence involving more than one division.

Preparation of Branch estimates.

Application of provincial and federal legislation.

Procurement of office supplies.

Forms and inventory control.

Treaty matters and information on Indians.

Maintenance of Branch records in a Central Registry.

The Engineering and Construction Division provides technical services to Headquarters divisions, regional offices, and agencies on all matters pertaining to engineering and construction. These services include the design and construction of:

Schools, residences, office buildings, warehouses and garages.

Water supply and sewage disposal systems.

Power-generation plants and distribution lines.

Roads and bridges.

A large part of this Division's work is concerned with the design, construction, maintenance, and repair of buildings in the area of education.

✓ The Membership and Estates Division is responsible for all matters pertaining to estates of deceased Indians, estates of mentally incompetent Indians, band membership, enfranchisements, adoption of Indian children, and individual land holdings. Principal responsibilities include:

Estates Section -- Administration of the estates of deceased Indians and mentally incompetent Indians; settlement of claims against such estates; distribution of estate assets; upon accidental death of an Indian, to review circumstances and where third party liability exists to take appropriate action for the benefit and protection of surviving heirs; management of funds of minors arising out of estate assets or as the result of fatal accident claim settlement or award.

Membership Section -- Maintenance of the Indian Register; enfranchisement of Indians including administration of the funds of enfranchised minors; correspondence with various provincial agencies, parents and others concerning Indian children who have been adopted; administration of the funds of adopted Indian children; amalgamation and separation of bands to form new bands.

Individual Land Holdings Section -- Maintenance of the individual Land Holdings Register; processing band council's resolutions allotting land to individual Indians; issuance of evidence of lawful possession and processing transfers of land between Indians; verification of land ownership for leasing and for compensation claimed for easements or rights-of-way; adjudication and settlement of disputes between Indians as to land ownership.

(b) Education Services

The education of Canadian Indians is a federal responsibility. In the Northwest Territories the Department of Northern Affairs and National Resources provides education for both Indians and Eskimos. Elsewhere, the responsibility is assumed by the Indian Affairs Branch.

The Education Division of the Indian Affairs Branch directs the administration and supervision of Indian education. Its responsibilities include:

The co-ordination of educational policy.
Planning and operating procedures.
Estimates and the supervision of finance.
Direction of the school construction program.
Recruitment of teachers.
Vocational training.
School supplies.
Statistical surveys.
Control of school transportation.

(c) Operations Services

The Agencies Division is the operational unit of the Indian Affairs Branch. It is responsible for the administration of all field offices from Nova Scotia to British Columbia, and from Southern Ontario to the Arctic. The Division's activities encompass:

Staff management and training.
Methods and procedures.
Provision and maintenance of agency buildings and equipment.
Indian housing.
Construction and maintenance of reserve roads, bridges, wharves, ditching, and fences.
Water and sanitation services.
Procurement, operation, and maintenance of equipment, motor vehicles, boats, roadbuilding equipment, and snowmobiles.

The Welfare Division is concerned with a social welfare program to assist Indians and Indian communities to achieve and maintain a standard of living at least comparable to that of non-Indians in similar socio-economic conditions. Welfare Division negotiates cost-sharing agreements with various governmental and private welfare agencies for the extension of child welfare services, rehabilitation programs for handicapped Indians, and community development programs to reserves. It administers Indian Affairs Branch welfare assistance (food, clothing, fuel, household equipment) to indigent Indians and thus bridges the gap between

the needs of Indian communities and the availability of local welfare resources. This Division also promotes a variety of training courses to encourage the development of Indian individuals and bands to enable them to assume full responsibility for the management of their own affairs.

The Economic Development Division deals with all matters concerning the economic progress and employment of Indians. Principal responsibilities include:

Assistance in some commercial enterprises.

Development of fur, wildlife, fisheries, and other resources.

Urban placement program for young Indians, and assistance in obtaining employment.

Promotion and management of special employment projects.

Approval and management of Revolving Fund loans.

Assistance in the development and marketing of Indian handicraft.

The sale and leasing of lands, and timber and mineral rights.

Management of Indian trust funds.

Reserves Registry.

Provision of assistance to Indian veterans under the Veterans Land Act.

(d) Federal-Provincial Relations

Efforts made by the Federal Government, Provincial Governments and the native peoples themselves have resulted in significant progress in recent years in respect to health, education, welfare services, housing, municipal organizations and other matters. Discussions at the Federal-Provincial Conference held in November 1963 revealed the generally favourable climate for correlation of Federal and Provincial services to Indians, and it was recognized that the time had come to find the basis on which the widest range of these services could be extended to them.

To develop the results achieved at the Conference a new unit, the Federal-Provincial Relations (Indian Affairs) Division, has been formed at Branch Headquarters. This unit will be concerned exclusively with Federal-Provincial relations on all matters pertaining to Indian Affairs.

THE FIELD ORGANIZATION

General

The purpose of the field organization is to implement, develop and coordinate activities related to the objectives of the various divisions at Branch Headquarters. To facilitate the accomplishment of these objectives, Canada has been divided into nine administrative Regions. Each Region is directed by a Regional Supervisor, except British Columbia which is under the supervision of an Indian Commissioner. Regions are divided into Agencies, each of which is directed by a Superintendent. Within each Agency there are one or more Indian reserves or settlements.

The Regions and Agencies are as follows:

<u>Name</u>	<u>Location</u>	<u>Name</u>	<u>Location</u>
MARITIMES	Amherst, N.S.		
Miramichi	Chatham, N.B.		
Eskasoni	Eskasoni, N.S.	St. John River	Woodstock, N.B.
P.E.I.	Lennox Island, P.E.I.	Shubenacadie	Micmac, N.S.
QUEBEC	Quebec City		
Abitibi	Amos		
Bersimis	Betsiamites		
Caughnawaga	Caughnawaga	Pointe-Bleue	Pointe-Bleue
Maniwaki	Maniwaki	Restigouche	Restigouche
Odanak-Lorette	Quebec City	Seven Islands	Sept-Iles
Oka	Oka	Timiskaming	Notre-Dame-du-Nord
ONTARIO			
SOUTHERN ONTARIO	Toronto		
Caradoc	Muncey	Bruce	Chippawa Hill
Christian Island	Christian Island	Six Nations	Brantford
Golden Lake	Golden Lake	St. Regis	St. Regis (Quebec)
Simcoe	Sutton West	Tyendinaga	Deseronto
Peterborough	Peterborough	Walpole Island	Walpole Island
Sarnia	Sarnia	Parry Sound	Parry Sound
NORTHERN ONTARIO	North Bay		
Chapleau	Chapleau	Nakina	Nakina
Fort Frances	Fort Frances	Nipissing	Sturgeon Falls
James Bay	Moose Factory	Port Arthur	Port Arthur
Kenora	Kenora	Sault Ste. Marie	Sault Ste. Marie
Manitoulin Is.	Manitowaning	Sioux Lookout	Sioux Lookout

<u>Name</u>	<u>Location</u>	<u>Name</u>	<u>Location</u>
MANITOBA			
Clandeboye	Winnipeg	Nelson River	Ilford
Dauphin	Selkirk	Norway House	Norway House
Fisher River	Dauphin	Portage-la-Prairie	Portage-la-Prairie
Island Lake	Hodgson	The Pas	The Pas
	Island Lake		
SASKATCHEWAN			
Battleford	Saskatoon	File Hills Qu'Appelle	Fort Qu'Appelle
Carlton	Battleford	Meadow Lake	Meadow Lake
Crooked Lake	Prince Albert	Pelly	Kamsack
Duck Lake	Broadview	Shellbrook	Shellbrook
	Duck Lake	Touchwood	Punnichy
ALBERTA			
Athabaska	Edmonton	Hobbema	Hobbema
Blackfoot	Fort Chipewyan	Lesser Slave Lake	High Prairie
Blood	Gleichen	Peigan	Brocket
Edmonton	Cardston	Saddle Lake	St. Paul
Fort Vermilion	Edmonton	Stony-Sarcee	Calgary
	Fort Vermilion		
DISTRICT OF MACKENZIE			
	Fort Smith N.W.T.		
Aklavik	Inuvik	Yellowknife	Yellowknife
Fort Smith	Fort Smith	Fort Simpson	Fort Simpson
BRITISH COLUMBIA AND YUKON			
	Vancouver		
British Columbia			
Babine	Hazelton	Nicola	Merritt
Bella Coola	Bella Coola	Okanagan	Vernon
Burns Lake	Burns Lake	Queen Charlotte	Masset
Cowichan	Duncan	Skeena River	Prince Rupert
Fort St. John	Fort St. John	Stuart Lake	Vanderhoof
Kamloops	Kamloops	Terrace	Terrace
Kootenay	Cranbrook	Vancouver	Vancouver
Kwawkewlth	Alert Bay	West Coast	Port Alberni
Lytton	Lytton	Williams Lake	Williams Lake
New Westminster	New Westminster		
Yukon			
Yukon	Whitehorse		

The Regional Supervisor

In the field, the position of the Regional Supervisor or Indian Commissioner is comparable to that of the Director at Branch Headquarters.

The Regional Supervisor's many and complex responsibilities include: planning, coordinating, and controlling the activities of the Agencies in his Region; coordinating and integrating the work of his specialists; maintaining liaison and negotiating for services with all levels of government; maintaining close liaison with senior Provincial Government officials; clergy, officials of other Federal Government departments, associations and organizations, and Indian Chiefs and Councillors; recommending changes or additions to policies to meet Regional requirements; representing Indian Affairs Branch at the Regional level; determining the need for and recommending changes in boundaries of administrative areas to meet changing conditions; maintaining good public relations.

The Agency Superintendent

It is at the Agency level that all the Branch objectives are implemented and must come to fruition. The position of Superintendent is therefore important and crucial, underlining the need for a Superintendent to be able to exercise initiative, tact, and resourcefulness.

Each Superintendent, under the direction of his Regional Supervisor, is responsible for the efficient administration of his Agency. He must stimulate and guide the progressive development of Indian bands and individuals within his area for the improvement of their economic and social conditions. He is concerned with developing the effectiveness of band councils and assisting them in assuming increased responsibilities; promoting and encouraging the education of the Indians; ensuring that sick, aged, and destitute Indians are properly cared for; and maintaining close liaison with law enforcement agencies. He is also responsible for developing and maintaining good relations with the public and with any other department, association or organization interested in Indians or with whom his duties bring him in contact.

STAFF

An expanding range of activities undertaken on behalf of Indians, a rapidly increasing population for whom educational facilities and teachers have to be provided, and a trend towards employing specialists in program activities has resulted in a substantial increase in staff in recent years. The tables below give comparative staff over the ten year period between 1953-1963, showing the allocation of staff at Headquarters and the allocation of staff in the Field establishment.

<u>Total Branch Staff</u>			
	<u>1952-53</u>	<u>1956-57</u>	<u>1962-63</u>
General	✱ 639	✱ 717	✱ 1,067
Teachers	✱✱ 591	1,099	1,515
	✱✱ 1,230	1,816	2,582

✱ Includes caretakers and other personnel connected with educational program.

✱✱ Includes teachers in only 5 out of 67 residential schools.

Staff by Functions 1962-63

	<u>HQ.</u>	<u>Field</u>	<u>Total</u>
Administration	128	32	160
Agencies	24	603	627
Welfare	15	14	29
Economic Development	45	47	92
Education - Administration	30	27	57
Teachers and Supporting Staff	-	1,617	1,617
TOTAL	242	2,340	2,582

Field Establishment

(As of April 1, 1963)

	<u>Regional & Agency Offices</u>	<u>Schools</u>	<u>Teachers</u>	<u>Total</u>
P.E.I.	4	0	3	7
N.S.	24	2	36	62
N.B.	10	4	26	40
Que.	60	13	117	190
N. Ont.	82	11	197	290
S. Ont.	72	18	152	242
Man.	72	12	259	343
Sask.	93	13	231	337
Alta.	94	13	227	334
B.C. & Yukon	154	43	267	464
N.W.T.	31	0	0	31
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL	696 *	129**	1,515	2,340

* Includes field administration personnel for the Welfare, Agencies, Economic Development, Engineering programs and maintenance employees such as caretakers, bus drivers, launchmen, etc.

** Includes the personnel administering the schools and also maintenance employees such as school caretakers, etc.

THE INDIAN ACT

The Indian Act, c. 149, R.S.C. 1952, provides the legal framework within which the affairs of the Indians are administered by the Government of Canada in accordance with the exclusive legislative jurisdiction vested in it by the British North America Act. It does not embody all the laws applicable to Indians, for generally speaking they are subject to the same laws as non-Indians. Rather, the Indian Act represents special legislation taking precedence over provincial legislation which the Government of Canada considers is essential to the needs of the Indian people not only as a safeguard to protect their treaty and property rights, but as a means of promoting their advancement.

Prior to 1951 the last complete revision of the Indian Act was in 1880. That Act had been amended from time to time but it had become increasingly apparent that many of the provisions of the old Act were outmoded and did not provide a sufficient framework within which the needs and aspirations of the Indian population could best be met. During the years 1946, 1947 and 1948 a Special Joint Committee of the Senate and House of Commons considered the Indian Act and the administration of Indian affairs in general. As a result of the work of this Committee and the representations made to it by Indian organizations, Indian bands, and groups and individuals interested in the welfare of Indians, a new Indian Act was passed by Parliament in 1951.

In considering the whole question of Indian legislation, it must be realized that there are a great many Indian bands widely scattered throughout Canada, speaking different languages, differing in racial and cultural background, and in various stages of economic and social development. In view of these varied and diverse Indian interests, a comprehensive Indian Act had to be broad enough to accommodate the different Indian groups and communities. In an attempt to ensure that the 1951 Act would achieve this result in so far as possible, the Indians were given every opportunity to consider the proposed legislation and their representations were given careful consideration by the Government and in some instances, incorporated into the Act.

The 1951 Act modernized and improved existing legislation in the light of an appraisal of current conditions. Even more important is the fact that it reflects a shift of emphasis from traditional protection towards self-government.

The following brief commentary is intended merely to focus attention on some of the more important sections or principles.

APPLICATION OF THE ACT

No part of the Act is more important than sub-section (2) of Section 4. Under this authority the Governor-in-Council can proclaim that the Act, or any portion thereof, except Sections 37 to 41, shall not apply to an Indian or to a band of Indians. In practice, this means that the Federal Government can, with or without the consent of a band, free it from the protection or restriction of any section of the Act or the entire Act except those sections mentioned. Sections 37 to 41 require that reserve lands must be surrendered by a majority vote of the members of a band before they can be sold or alienated.

DEFINITION AND REGISTRATION OF INDIANS

One of the basic principles set out in the earliest legislation on Indian affairs was that Indian status and the right to membership in Indian bands should not be open to all persons. This principle proved difficult to apply over the years due to the lack of an adequate definition of who was to be considered an Indian. This difficulty was partly due to the fact that there was no central register of the members of the various Indian bands and in a good many cases there was no accurate list of the members of a band.

Past difficulties were largely overcome in 1951 when the present Act was passed as it contains elaborate provisions for determining those who are entitled to be registered as Indians. It will be noted that it does not contain a simple definition of the term "Indian". While this would have been desirable, it was not possible as such a definition would have had to cover all those persons who had qualified for membership under the various definitions that had been enacted over the years since the first federal legislation on Indian affairs.

Under the present Act, entitlement for registration is determined by the criteria set out in Sections 11 and 12. To be registered an Indian must:

- (a) fall within one of the classes of persons listed in Section 11 and
- (b) not fall within one of the classes listed in Section 12.

As a result of the 1951 legislation, there are now up-to-date band lists, and a register is maintained at Ottawa in which are recorded the names of all persons who have qualified for registration.

RESERVES

At an early date in the history of Canada the necessity of protecting the interests of the original inhabitants was recognized and steps were taken to ensure that areas of Crown lands sufficient for their needs were set aside for their use. In all cases title remained in the Crown, subject to the right of the band to use the land reserved for it. Section 18 of the Act gives legislative recognition to this early policy by confirming the rights of bands to use lands originally set aside for them.

In the same section will be found two important principles. The first is that despite the exclusive use vested in a band, Canada may use portions of a reserve for the administration of Indian affairs, provided the band is compensated for loss of use. The second principle is that the interests of a band take precedence over the interests of individual members. An individual Indian's right of use to a parcel of land on his reserve may be extinguished in whole or in part if the land is required for the general welfare of the band, subject to the individual receiving adequate compensation.

POSSESSION OF LANDS IN RESERVES

Indians can acquire property rights within their reserves despite the fact that legal title to all reserve land is in the Crown and that reserves are set apart for bands. This portion of the Act establishes a land registry system and provides that an Indian may acquire legal possession of a parcel of land only by allotment from his band council and with the approval of the Department.

Once an allotment has been made, he may transfer or sell it to another Indian of the same band subject to approval and the recording of the transfer by the Department, or may devise it to his heirs. If he ceases to be a member of a band, he must dispose of his property to the band or a member of it.

LANDS TAKEN FOR PUBLIC PURPOSES

Section 35 is often described as the expropriation section of the Indian Act. This is a misnomer for the term expropriation implies "taking without consent", whereas the exercise of such a right against reserve lands is not conferred by the section.

In the public interest, certain corporations are authorized by federal or provincial statute to take private lands for their purposes without the consent of the owner. Normally, this right could not be applied to Indian reserves, nor does the Indian Act confer this right upon them. Rather, it provides that if they can establish a valid need for reserve land, the Governor-in-Council may consent to it being taken subject to such terms and conditions as may be prescribed.

The principle established is that the Governor-in-Council decides in any particular case whether the public interest shall be paramount to the band interest. In recent years, with one exception, it has been the practice to require all companies seeking consent under this section to first reach agreement with the band concerned. The exception was permitted when the St. Lawrence Seaway was being constructed. Reserve lands were essential to the needs of the Seaway in two locations and were made available by the Governor-in-Council despite the objections of the Indians, subject, of course, to payment of adequate compensation.

Provinces, as well as certain corporations, may seek land under this section of the Act. However, it does not give the Federal Government similar rights. If Canada wishes to acquire Indian reserve property for purposes other than those set out in sub-section 2 of Section 18 of the Indian Act it must negotiate with the band in the same manner as would an individual.

SURRENDERS

This is one of the key portions of the Act in that it affirms the general principle, in existence since the first federal statute regarding Indians and their lands, that no disposition may be made of reserve lands without the joint consent of the band and the Minister. The only major exception to this general principle is to be found in Section 35, previously mentioned. Minor exceptions that apply to leasing will be found under the heading "Management of Reserves and Surrendered Lands".

DESCENT OF PROPERTY, WILLS, DISTRIBUTION OF PROPERTY ON INTESTACY

The principle that jurisdiction and authority over estates of deceased Indians should be vested in the Federal Government rather than in the Courts was established in the first federal legislation on Indian affairs. However, Section 44 enables the Minister to waive his jurisdiction in favour of a Court in any particular case.

While the Act vests in the Minister jurisdiction and authority in relation to the property of mentally incompetent Indians, it does not enable him to decide whether an Indian is mentally incompetent. This authority is in the Courts.

GUARDIANSHIP

Section 52 is often interpreted as vesting in the Minister the right to appoint guardians for minor Indian children. In fact, such authority is vested in the Courts. The Minister may only appoint someone to administer the property of a minor Indian child.

MANAGEMENT OF RESERVES AND SURRENDERED LANDS

One of the principles established in the earliest legislation of Indian affairs was that management of Indian lands and the resources therein should be under the control of the Federal Government. Section 60 of the 1951 Act introduced a major change. While the original principle is retained, the Governor-in-Council may, at the request of a band, grant to it the right to exercise control and management of its reserve land.

MANAGEMENT OF INDIAN MONEYS

This portion of the Act retains another of the basic principles: that revenues derived from the management of reserves shall be held by the Government on behalf of the bands and used only for purposes deemed in their best interests.

However, as in the case of lands, the 1951 Act introduced a major change. Section 68 enables the Governor-in-Council to permit bands to manage their revenue moneys. It is important to realize that this authority may not be extended to the capital moneys of a band which, as defined in Section 62, include moneys derived from the sale of surrendered lands or the sale of capital assets such as oil, gas, timber, etc.

POWERS OF THE COUNCIL

In keeping with the policy that the Indian people should assume progressively greater responsibility in the administration of their affairs, the 1951 Act provided much of the framework for self-government.

An examination of the sections under this part will indicate that band councils may exercise most of the authority of local municipal councils. Councils may make by-laws covering a wide variety of purposes. Of particular interest is Section 82 which enables councils to pass money by-laws. While initially councils were slow to use the authority granted to them by this part, there is a steady increase in the number of bands passing by-laws to regulate the affairs of their reserves.

TAXATION

This is a key portion of the Act as it extends to Indians freedom from any form of direct taxation of their interest in reserve land or personal property situated on reserves, save such taxation as may be imposed by the by-laws of a band.

In practice, the exemption on personal property is not always understood. While the Act frees Indians from paying a tax on income they earn on a reserve, this exemption does not apply to income which an Indian may earn off his reserve.

LEGAL RIGHTS

Several important principles are embodied in this part.

The first is found in Section 87 which provides that all laws of general application in force in a Province are applicable to Indians in that Province except insofar as they are inconsistent with the Indian Act or any regulation or by-law made thereunder. It is of importance to note that the section extends provincial laws only to Indians, not to Indian reserves or the property of Indians on reserves.

As mentioned under the heading "Taxation", reserve lands and personal property of Indians on reserves are exempt from taxation. Section 88 of the Act carries this principle of protection one step further by providing that the same properties are not subject to mortgage, seizure, distress, etc., at the instance of anyone other than an Indian. In effect, a judgement secured against an Indian by a non-Indian cannot be executed against property on a reserve. However, the section does provide that chattels sold to an Indian on a conditional sale agreement may be recovered from a reserve in case of default in payment.

SCHOOLS

This part of the Act provides the authority under which the Indian Affairs Branch exercises exclusive jurisdiction in the field of education on Indian reserves.

Of particular importance are Sections 117, 120 and 121 which make provision for recognizing religious convictions in the education of Indian children.

FINANCE

The funds required for the administration of Indian Affairs are provided in the appropriations granted by Parliament to the Department of National Health and Welfare to administer an Indian Health Services Program and to the Department of Citizenship and Immigration for the administration of other programs designed solely for the Indians of Canada.

These are not the only federal moneys expended on Indians because as citizens of the Provinces and of Canada they receive Family Allowances and share fully in such programs as Old Age Security, Old Age Assistance, Blind and Disabled Persons Allowances, Hospital Insurance, and Unemployment Insurance.

Since the close of World War II, the Federal Government has materially and steadily extended its programs designed to assist Indians to participate fully in the social and economic life of Canada. This fact is well illustrated in the following table which shows the total expenditures of the Indian Affairs Branch for the past five years (with the expenditure for 1950-51 inserted for comparison purposes) and the moneys expended by the Department of National Health and Welfare for Indian Health Services in selected years from 1950 to 1963.

<u>Indian Affairs Branch</u>		<u>National Health and Welfare</u>	
1950-51	\$14,564,856	1950-51	\$ 9,139,843
1959-60	41,116,193	1954-55	13,540,634
1960-61	46,427,384	1958-59	18,852,986
1961-62	50,251,447	1962-63	19,427,200
1962-63	51,001,803		
1963-64	55,588,007		
1964-65 (Estimated)	60,630,820		

The following table shows a breakdown of expenditures by the Indian Affairs Branch during the fiscal year 1962-63 by Provinces.

Province	Branch Administration	Indian Agencies	Reserves and Trusts	Welfare	Economic Development	Education	Statutory Indian Annuities	Totals
Nova Scotia.....	5,956.50	187,590.53	2.10	416,389.89	54,995.12	525,772.23		1,190,706.37
New Brunswick.....		44,140.32	2,753.20	365,534.66	15,958.47	148,611.04		576,997.69
Prince Edward Island.....		22,966.96		16,461.32	7,267.75	14,782.51		61,478.54
Quebec.....	6,240.00	516,552.98	242.55	1,273,877.62	181,220.70	3,674,843.92	1,132.00	5,654,109.77
Ontario.....	15,707.15	1,218,987.24	31,036.88	1,857,428.66	519,665.53	5,872,104.61	35,274.00	9,550,204.07
Manitoba.....	12,037.73	677,192.06	26,038.01	2,943,898.74	408,400.23	3,728,833.42	132,880.00	7,029,280.19
Saskatchewan.....	66,847.66	598,003.95	14,845.97	2,545,722.13	391,896.36	4,169,716.21	134,868.40	7,921,900.68
Alberta.....	10,489.42	703,986.41	32,790.27	1,909,446.40	175,319.83	4,108,981.99	114,315.00	6,155,329.32
British Columbia.....	85,771.51	1,115,892.98	37,111.63	2,121,852.55	172,546.44	5,727,754.05	3,410.00	9,264,339.16
Yukon.....		47,285.14	8,237.60	225,326.86	24,450.33	354,707.99		660,007.92
Northwest Territories.....		236,086.29	10,871.98	340,431.37	106,814.12	232.72	26,690.00	721,126.48
Headquarters and Miscellaneous.....	605,614.14	244,313.09	272,084.84	123,938.43	225,005.32	627,955.19	17,000.00	2,115,911.01
Grants to Provide Additional Services to Indians of British Columbia.....		99,991.64						99,991.64
TOTAL.....	808,664.11	5,712,989.59	436,015.03	12,340,308.63	2,283,540.20	28,954,295.88	465,569.40	51,001,382.84
Statutory Pensions.....								420.00
GRAND TOTAL.....								51,001,802.84

INDIAN CLAIMS COMMISSION

Bill C-130, "An Act to Provide for the Disposition of Indian Claims", was introduced in Parliament on December 14, 1963 to provide for the disposition of Indian claims by a special commission to be established for that purpose. The objective of the legislation is to settle grievances and claims of Indian bands arising out of past transactions with the Crown. The Crown, as defined in Bill C-130, does not include the Crown in the right of a province.

An impartial tribunal or commission to hear and settle Indian claims in a fair and equitable manner has been frequently suggested by Indian groups and was also recommended by the two Joint Committees of the Senate and House of Commons which examined Indian affairs during the past fifteen years. Rightly or wrongly Indians have claimed that their rights have been violated and abrogated by governmental authorities. Whatever the merits of their claims may be, there is no doubt that they feel they have grievances which call for redress. The nature of the claims, the evidence available and the long lapse of time are such that it is difficult to deal with them in the manner in which issues are determined in ordinary lawsuits. The Bill provides for a special tribunal which the Government considers is needed to ensure that Indian bands can put forward their claims in an appropriate way.

It was the wish of the Government that Indian bands and organizations and other interested groups should have an opportunity of examining the Bill before Parliament considered it further. Accordingly, copies of the Bill were forwarded to all Indian bands and interested persons and they were asked to make known their views and suggestions by April 30, 1964. Comments have been received from over 225 bands and from other interested organizations and persons and are now being considered.

PART II

INDIAN AFFAIRS BRANCH

FUNCTIONS AND OPERATION

(A) SUPPORT SERVICES

	<u>Page</u>
1. ADMINISTRATION DIVISION	26
2. ENGINEERING AND CONSTRUCTION DIVISION	34
3. MEMBERSHIP AND ESTATES DIVISION	36

ADMINISTRATION DIVISION

The functions of the Administrative Division include in addition to the normal administrative services, responsibility for the election and operation of band councils, legal aid for Indians, law enforcement, fines, application of the liquor provisions of the Indian Act, information and publicity and research and surveys.

INDIAN BAND COUNCILS AND SELF-GOVERNMENT

The band council is the officially recognized body with which the Department deals in matters relating to band affairs. The council is responsible for the exercise of the powers and duties given to councils under the Indian Act and is also concerned with all matters affecting the well-being of band members. The Superintendent and a council are regarded as a team working together for the improvement and well-being of the band and its members. The concept of the Superintendent as the "Government Boss" on a reserve has virtually vanished as a result of a policy encouraging councils to assume an increasing measure of responsibility for the conduct and management of local affairs on their reserves. The Superintendent today acts more as an advisor to a band and in a liaison capacity between the Branch and the band.

ELECTIONS OF BAND COUNCILS

There are 557 Indian bands and except for some of the smaller ones all have councillors. Historically, the majority of band councils were chosen according to band custom which usually meant a life tenure of office. However, since 1951 when the election provisions of the Indian Act were revised to provide uniform methods and procedures for elections, there has been a steady increase in the number of councils elected in accordance with the provisions of the Act. Over two-thirds of the bands now follow the elective procedure whereby the chief and one councillor for every one hundred members of the band are elected for a two-year term. Even where bands continue to choose their councils according to band custom there has been a trend to modify the custom to more or less conform with the elective procedure established under the Indian Act. Elections under the Act are carried out in accordance with regulations based on the authority of Section 75. The regulations were designed to be as simple as possible and yet at the same time provide uniform procedures closely following those used in municipal elections. They have been particularly valuable in introducing Indians to ordinary democratic procedures.

BAND COUNCIL AUTHORITY

Band councils are the equivalent of local governing bodies in rural municipalities and technically have much the same power and duties. Under the provisions of Section 80 of the Indian Act, they may make by-laws concerning a wide variety of matters on the reserve such as health, traffic, zoning, local works, and the prevention of disorderly conduct. Under the

provisions of Section 82 they may be granted the power to make by-laws to raise funds through taxation or licensing. In practice, the Department drafts the by-laws in legal terms along the lines desired by a council.

Band councils also deal with the expenditure of band funds, the surrender or lease of reserve lands, land allotment, and band membership. In doing so, the bands operate within the provisions of the Indian Act dealing with each of these subjects. Management of welfare assistance, community planning, economic development and school administration may also be placed in varying degrees within their administrative orbit depending on their willingness to accept the responsibility.

One hundred and eighteen bands have passed a total of 339 by-laws since 1951. Of these, 57 by-laws have been under the authority of Section 82 and are concerned with raising funds.

COUNCIL MEETINGS

Regulations were also established under the 1951 Indian Act to govern procedures at band council meetings. The objective was to provide a basic guide for members of councils so that their meetings could be conducted under generally accepted parliamentary lines for the proper dispatch of band business. Formerly, it was the general rule for Superintendents to act as chairmen of council meetings. Under the regulations this responsibility has been transferred to the chief or a member of the council and the Superintendent assumes this role only in those rare cases where a majority of the council wish it. Many councils have official secretaries and some have full-time secretaries whose salaries are paid by the band.

The election and procedure regulations have proved important factors in the development and training of Indian bands in the principles of democratic self-government. In addition, a handbook for chiefs and councillors has been prepared which provides useful information respecting their duties and responsibilities and the conduct of band business. As will be mentioned in more detail later, the Department has promoted leadership training for Indians directed not only to chiefs and councillors, but to other active and potential leaders on reserves.

The right to vote in band elections was extended to Indian women for the first time by the 1951 Indian Act. They not only vote at band elections but an increasing number are being elected to office. There are now eight Indian women who are chiefs of their bands and 107 acting as councillors.

Outlook

One of the most significant developments in the past decade has been the progress made towards self-government by Indian bands. Self-government in the fullest sense for all Indian bands presents some difficulties for there are a substantial number which have a population of less

than 100 and many bands have little or no funds. Additionally, in the northern and other outlying areas the population of bands is often scattered because of their migratory way of life. However, there are over 300 bands for whom advanced administrative development is clearly practical and an increasing number of these are showing a willingness to assume greater responsibility in the conduct of their affairs. The outlook of many bands is not the insular one of past years and they are now participating more fully in the life of the area in which they live. Indeed, in certain provinces and certain areas Indian bands are participating in municipal and provincial programs to an extent unheard of or unthought of only a few years past. This broader outlook, coupled with increased interest in Indian opportunity and welfare by the provinces and the public generally, augurs well for the correlation of federal and provincial services and the further extension of the latter to Indian communities on the same basis as they are available to non-Indians.

There appears to be every possibility that within the next decade a substantial number of bands will become self-governing in the sense that they will operate as municipalities within the framework of the provincial-municipal structure.

LEGAL AID FOR INDIANS

For many years the Branch, as a matter of grace, has provided defence counsel for Indians charged with murder when the accused is without means to provide for his own defence. The Department of Justice appoints defence counsel to act in these cases and the costs are paid for by the Indian Affairs Branch. During the past five-year period, the Branch has expended over \$100,000 in providing defence counsel for 75 Indians who were charged with murder. This is not done for indigent Indians charged with lesser criminal offences. Defence counsel for such purposes is available for Indians as it is for non-Indians in similar circumstances.

The Department of Justice has, on occasion, also provided counsel to act on behalf of Indians or as an agent of the Crown in cases involving constitutional issues, treaty rights, or the establishment of a precedent which might affect the welfare of Indians in general.

Individual Indians involved in civil suits or seeking advice on legal matters are expected to do so on their own initiative and at their own expense.

With the approval of the Department, band funds may be used by bands to engage counsel and pay the costs of litigation of concern to a band.

LAW ENFORCEMENT

The Royal Canadian Mounted Police enforce the Indian Act and Regulations throughout Canada. Provincial and municipal police may also enforce the liquor provisions of the Act. In those provinces where the Royal Canadian Mounted Police act under contract as the provincial police force, they also enforce the Criminal Code and provincial laws of general application on Indian reserves. In Ontario and Quebec, this is a matter for local arrangement between the provincial police and the Royal Canadian Mounted Police.

The practice is to employ Indians or other persons as part or full-time constables on some Indian reserves. These special constables are appointed by the Royal Canadian Mounted Police primarily to enforce the Indian Act on the reserve. The majority are paid from liquor fine revenue and the remainder from band funds or both band funds and fine revenue.

Prosecution under the Indian Act or Regulations is handled by Royal Canadian Mounted Police constables in the Territories and in provinces other than Quebec. In Quebec, where police constables are not permitted to prosecute in Court, the federal Department of Justice appoints agents to handle prosecution in specific cases and the cost is met from liquor fine revenue in liquor cases or from Appropriation in other cases.

Where the Royal Canadian Mounted Police deems an appeal necessary, the Branch is consulted to determine whether it is agreeable to the appeal and the cost involved. An exception occurs in British Columbia where appeals with regard to liquor cases are conducted by agents appointed by the Attorney General of the Province and the cost is met by the Province. This is done since the Province receives liquor fines as provided by Section 102 of the Indian Act.

The Royal Canadian Mounted Police enforce band council by-laws concerning traffic, law and order, disorderly conduct, and fish and game management and, except in Quebec, prosecute offenders thereunder. They do not act in respect to other types of band council by-laws, such as those having to do with so-called "civil matters".

Where the Royal Canadian Mounted Police do not act, action may be taken at the request of the band council concerned providing the following conditions are met:

- (1) One or more members of the band council agree to lay charges.
- (2) The Departmental Legal Adviser establishes that prosecution proceedings appear justified.
- (3) The band council agrees to recommend the expenditure of band funds (where sufficient) to pay in part or in whole prosecution costs.

FINES

Section 102 of the Indian Act provides that every fine, penalty or forfeiture under the Act belongs to Her Majesty for the benefit of the band concerned but that the Governor in Council may from time to time direct that the fine, penalty or forfeiture shall be paid to a provincial, municipal or local authority that bears in whole or in part the expense of administering the provisions of the Indian Act. The provisions of this section, with respect to the payment of fine revenue to a provincial, municipal or local authority are applied only where there is considerable enforcement expense which would not have to be met were it not for Indian Act cases.

There are two types of fines collected, those derived from the enforcement of the liquor provisions of the Indian Act and those derived from the trespass and other penalty sections, including regulations and by-laws. Those fines collected under the liquor provisions are placed in "Account 310", a special account set up by Order in Council P.C. 1445, dated June 17, 1937, restricting the use of these funds generally for the suppression of the liquor traffic among Indians. There are two exceptions to this practice. The first is in British Columbia where all liquor fines are retained by the Province, which in turn assumes all costs of enforcement. The second exception is the case of those municipalities which retain all or a portion of fines received.

Those fines collected under the trespass and other penalty sections of by-laws are credited to the funds of the bands concerned.

Costs of enforcing liquor provisions of the Act, such as Indian constable salaries, magistrates fees, court costs, prosecuting counsel and other related costs are met from Account 310. Costs of enforcing sections of the Indian Act other than liquor are met by the Department from Appropriation.

LIQUOR

Until 1951 there was complete prohibition of the use of intoxicants by Indians. With the revision of the Indian Act that year and following recommendations of a Joint Parliamentary Committee (1946-48), there was a relaxation of restrictions to the extent of permitting Indians to drink liquor in public licenced premises, such as beer parlours and cocktail lounges, with the concurrence of provincial and federal authorities. The Act was amended in 1956 to permit Indians, again with the concurrence of the provincial and federal authorities, to purchase and possess intoxicants off reserves and to possess intoxicants on reserves subject to local option of the residents.

At the request of the province concerned, the Governor in Council may issue a proclamation granting limited or full off-reserve liquor privileges in accordance with provincial law.

Councils of bands residing in a province where full off-reserve liquor privileges for Indians are in effect, may request that a community referendum be held to determine the wishes of the band electors regarding on-reserve privileges. In the event that the majority are in favour, the Governor in Council may issue a proclamation permitting the possession of intoxicants on the reserve in question.

Where full off-reserve privileges are not in effect in a province, referendums may be held if the province does not object to the band council's request for a referendum within sixty days after being notified of the request by the Minister. Should the band obtain on-reserve privileges following the referendum, by proclamation of the Governor in Council, its members would, in so far as the Indian Act applies, also obtain full off-reserve privileges in accordance with provincial law. This has been the case with a number of bands in British Columbia and Nova Scotia.

The application of the Act throughout Canada is indicated by the following table:

Liquor Privileges for Indians by Provinces

<u>Province or Territory</u>	<u>Total Prohibition</u>	<u>Licensed Premises</u>	<u>Full Privileges Off Reserves, Local Option On Reserves</u>	<u>Total Privileges for Specific Bands</u>
P.E.I.	x			
Nova Scotia		x		x
New Brunswick			x	
Quebec	x			
Ontario			x	
Manitoba			x	
Saskatchewan			x	
Alberta	x			
B.C.		x		x
Yukon			x	
N.W.Y.			x	

Note: No reserves exist in Yukon and Northwest Territories

Bands having Liquor Privileges on their Reserves by Province
(as of April 9, 1964)

<u>B.C.</u>	<u>Sask.</u>	<u>Man.</u>	<u>Ont.</u>	<u>N.B.</u>	<u>N.S.</u>	<u>Total</u>
55	13	10	43	5	3	129

INFORMATION AND PUBLICITY

In recent years it has been recognized that there is a need for greater understanding of Indians by other Canadians. To help satisfy the growing interest among the general public the Branch has produced the following publications which are available free of charge:

The Canadian Indian

Basic information on Indians - history, geographic distribution, administration, Indian treaties, legal status, self-government, finances, education, social welfare, and economic development (11 pages).

Indians of British Columbia,
Indians of the Prairie Provinces,
Indians of Ontario,
Indians of Quebec and the
Maritime Provinces

Historical reviews of the Indians of the regions named. They describe the early life, reviewing contacts and associations with explorers, traders and settlers, and detailing educational and economic developments since Confederation (16 to 55 pages)

Traditional Linguistic and
Cultural Affiliations of
Canadian Indian Bands

Brief descriptions of the various traditional cultures and language groups pertaining to Canadian Indians, lists of band populations designated as to their traditional linguistic and cultural affiliations (35 pages).

"The Indian in Transition"
Series

A series of booklets designed to provide information concerning developments in the transition of Canadian Indians from their traditional economy to more general involvement with the nation's social and economic activities.

(a) Indian Education

The story of how Indians today are forging ahead with the aid of education to fuller participation in Canadian life (22 pages, illustrated).

(b) The Indian Today

General information on the conditions, rights and achievements of the Canadian Indians today (26 pages, illustrated).

(c) Your Opportunity to
Serve Your People

Intended to be read by young Indians who may be interested in becoming teachers (10 pages, illustrated).

An article appearing in the December, 1963 edition of the Canadian Geographical Journal entitled "Canadian Indians Today" has been reprinted in separate copies which are available from the Branch. The article is a review of current Indian affairs (15 pages, illustrated).

The Branch also produces the Indian News, a quarterly newspaper which reports on Indian accomplishments, and distributes it through the Agency offices to every Indian band across the country.

The Branch has sponsored and financed two documentary films produced for it by the National Film Board. The first, "No Longer Vanishing", is a film concerned with the present status of Canadian Indians and how, through an awakening sense of self-determination, the twentieth century Indian is stepping forward to a more active part in the conduct of his own affairs. The second film completed in 1963, "The Transition", deals with the problems inherent in the placement of young Indians in urban employment.

The Branch has commissioned the National Film Board to produce a documentary film on the application of the principles of community development in the administration of Indian affairs. Scripting is presently being undertaken.

Continuing the successful program of using film strips in the field of education, the Branch has commissioned the National Film Board to produce additional film strips this year on other subjects. Two are being made on Log Housing and another on the Operation of School Committees.

RESEARCH AND SURVEYS

In the belief that knowledge gained through research can be of the utmost assistance in planning new programs and in reassessing existing programs, the Department has in recent years been giving increased attention to research and has supported programs in a variety of fields including education, economics and social sciences and has cooperated in the conducting of other programs by provincial authorities and other agencies.

A two-year national Indian research project to assess the participation by Indians in the social and economic life of the country has entered the field study stage. The project announced by the Minister in December, 1963, is under the direction of Dr. H. B. Hawthorn of the University of British Columbia with Dr. Adélard Tremblay of Laval University as Associate Director. The research will cover four major areas concerning Indians: economic development; advancement in education; responsibilities that exist at various government levels; and band councils and the development of self-government. Maximum cost of the project will be \$150,000.

ENGINEERING AND CONSTRUCTION DIVISION

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

ORGANIZATION

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

FUNCTIONS

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

The major part of the work of this Division has been in the field of education where it has been concerned with the design and construction of day schools, residential schools, staff residences, gymnasiums, utility services, and major repairs and upkeep to these buildings.

Other works included design and construction on various Indian reserves across Canada of staff residences, office buildings, garages, treatment plants, water distribution systems, roads, bridges, dams, irrigation works, and river erosion control measures. In addition, there is a continuing research programme in the development of Indian housing, day schools, and community buildings.

The Division has a Contracts Administration Section whose responsibility is to carry out the administrative duties associated with the preparation of invitations to tender, advertising, awarding of contracts, progress payments and correspondence with contractors and field staff on construction matters. Where consulting firms are employed to handle construction projects they deal with this section.

Supervision of construction is normally carried out by the construction supervisors attached to each regional office. On major construction projects field engineers and headquarters personnel are often used to carry out the necessary inspections and to assist the construction supervisors in ensuring the work is properly carried out on a day labour basis using local Indian labour. This not only provides much needed employment, but encourages the Indians to become involved in the programmes designed to improve their conditions.

Greater emphasis is now being placed on community development and as a result more community planning is being undertaken.

At the request of a number of Bands, planning studies have been undertaken by the Division and the Bands have been provided with subdivision plans and layouts for utilities.

MEMBERSHIP AND ESTATES DIVISION

The Membership and Estates Division is responsible for all matters pertaining to estates of deceased Indians, estates of mentally incompetent Indians, band membership, enfranchisements, adoption of Indian children, and individual land holdings. Its functions may best be described in relation to three sections into which its operations are divided; Membership Section, Estates Section, and Individual Land Holdings Section.

MEMBERSHIP SECTION

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

The 1951 Indian Act established provisions for determining those who were entitled to be registered as Indians; provided for the immediate establishment of an Indian Register consisting of Band Lists and General Lists and a period of time in which there could be adjustments following protests from Indians as to inclusions or omissions. It provided also that the Indian Register was to be maintained and that the names of all persons who qualified as Indians under the Indian Act were to be recorded therein.

<u>Province</u>	<u>Indian Population</u>				<u>Increase over 1962</u>	<u>% of Increase over 1962</u>
	<u>1949</u>	<u>1959</u>	<u>1962</u>	<u>1963</u>		
P.E.I.	273	341	363	375	12	3.30
Nova Scotia	2,641	3,561	3,834	3,898	64	1.66
New Brunswick	2,139	3,183	3,524	3,614	90	2.55
Quebec	15,970	20,453	22,373	23,052	679	3.03
Ontario	34,571	42,668	46,172	47,211	1,039	2.25
Manitoba	17,549	23,658	26,676	27,747	1,071	4.01
Saskatchewan	16,308	23,280	26,483	27,659	1,176	4.44
Alberta	13,805	19,287	21,807	22,775	968	4.43
B.C.	27,936	36,229	39,784	40,955	1,171	2.94
Yukon	1,443	1,868	2,096	2,218	122	5.82
N.W.T.	3,772	4,598	5,108	5,173	65	1.27
Total	136,407	179,126	198,220	204,677	6,457	3.25

The Indian Register is maintained at Headquarters by monthly membership returns from the various Indian Agencies who report all vital events including births, deaths, marriages and transfers. All additions and deletions from membership are subject to a period of protest by the band council, band members, or the individuals concerned.

The Indian Register serves to identify those who are entitled to participate in programs and services specifically offered to Indians. It also provides a source of population statistics for planning economic and social development.

Enfranchisement - The Indian Act provides the means whereby an Indian may give up his membership rights and Indian status under certain conditions. The legal process is called enfranchisement and is set out in Sections 108-112 of the Indian Act. There are three ways by which an Indian may be enfranchised. First, by the voluntary application of an adult who can meet the qualifications required in the Act -- that is be capable of supporting himself and his dependents, and of assuming the duties and responsibilities of citizenship. Second, and by far the most numerous type, is by the marriage of an Indian woman to a non-Indian. Loss of membership and Indian status is automatic in these cases and enfranchisement usually follows. The third means of enfranchisement is by way of voluntary application by an entire band.

In the first two cases cited above, the persons enfranchised receives a per capita share of the funds of the band and 20 years' treaty annuity where applicable. Under Section 15 of the Act, the per capita share of band funds of a minor who has been enfranchised is subject to administration. Normally, if the amount is small it is paid to the individual or his parent, but if the amount is substantial it is turned over to the Official Guardian or Public Trustee of the Province for administration. Lacking a provincial authority who can accept the funds, they are retained and administered by the Branch until the child reaches majority.

Children of Indian status whose mothers marry non-Indians are enfranchised if they are living with the mother and foster father in a non-Indian community, provided they are under 16 years of age or are between 16 and 21 years of age and the mother has given her consent.

An average of 775 Indians have been enfranchised annually during the past ten years. However, there has been a significant decline in the past few years. As is shown in the following table, only 473 Indians were enfranchised in 1963-64.

Enfranchisements, 1963-64

	Adults enfranchised upon application with their minor unmarried children		Women enfranchised following marriage to non-Indians, together with their minor unmarried children		Total Number of Indians Enfranchised
	Adults	Children	Women	Children	
P.E.I.			1		1
Nova Scotia			3		3
New Brunswick			6	2	8
Quebec	4	2	13	1	20
Ontario	22	18	87	24	151
Manitoba	8	3	30	11	52
Saskatchewan	6	5	32	16	59
Alberta	1	-	31	4	36
B.C.	5	10	65	37	117
N.W.T.			7	6	13
Yukon			12	1	13
Total ...	46	38	287	102	473

ESTATES SECTION

Estates

Since 1880 jurisdiction and authority in relation to all matters having to do with estates of deceased Indians has been exercised by the Federal Government. The Indian Act of 1880 included provisions governing the descent of property of Indians who died intestate. An amendment to the Act in 1884 gave Indians the right to devise property by Will. Successive Indian Acts continued the policy of federal jurisdiction and the initial brief provisions have been extended to the elaborate provisions in Sections 42 to 50 inclusive of the present Indian Act. It should be noted that sub-section 3 of Section 4 of the Act limits the Minister's jurisdiction in ordinary cases to the estates of Indians who were living on reserves at the date of their death.

Under the jurisdiction conferred on the Minister by the Indian Act, estates of deceased Indians who lived on reserves are administered under the supervision of the Administrator of Indian estates by a staff of solicitors and estate investigators. Under the Act the Minister may waive his jurisdiction in favour of an administrator or an executor answerable to a provincial court and this course is usually followed where the heirs ask for it, where a serious dispute arises as to the validity of a Will or its interpretation, or when the value of the estate is sufficient to justify the substantial costs which will be incurred.

While the administration is supervised by the Administrator of Estates, in practice the field staff are involved to a considerable degree for following the death of an Indian the Agency Superintendent is required to provide all the particulars concerning the deceased and his property. During the course of the administration he may be required to undertake various tasks on the instructions of the Administrator and usually he performs the final function of distributing chattels or other assets, again as instructed by the Administrator.

Where a deceased Indian made a Will the document, to have legal effect, must be approved by the Minister. If jurisdiction over the estate is being waived, then the Will becomes effective when a Court has granted probate. The Minister may accept as a Will a written instrument which might not be accepted by a Court. The wide latitude given to the Minister by Section 45 of the Act has been justified by the fact that the majority of Indians who made Wills did not seek legal assistance and in consequence often made Wills which, although they obviously represent the wish of the testator, would not be accepted by a Court for probate because of their failure to comply with legal requirements. A Will may only be disapproved by the Minister or a Court on the grounds specifically laid down in Section 46 of the Indian Act.

In the past seven years the Estates Section has administered 11,732 estates.

The Joint Committee of the Senate and House of Commons which considered the administration of Indian affairs in 1960 and 1961 recommended that administration of Indian estates be dealt with through the provincial courts. As has been mentioned, some of the more substantial or controversial estates have been dealt with in that manner now, the Minister either consenting or directing that this be done. It is expected that this practice will be accelerated gradually.

Estates of Mentally Incompetent Indians - In addition to having jurisdiction over the estates of deceased Indians, the Minister, under the Indian Act, has exclusive jurisdiction over the estates of mentally incompetent Indians and may appoint committees to administer these estates. He may direct that property not situated on a reserve shall be dealt with under provincial law.

The Act does not vest in the Minister authority to decide whether an Indian is mentally incompetent. This fact must be determined in accordance with the laws of the Province in which the Indian resides.

In the Provinces of Ontario and Alberta, the administration of the estates of mental incompetents is the responsibility of the Public Trustee. In the Provinces of Manitoba and Saskatchewan the authority is in an Administrator of Estates of Mental Incompetents. In these Provinces the officials in question have undertaken to administer the estates of mentally incompetent Indians as the agent of the Minister on a quasi-official basis with excellent results. In all other Provinces at the present time the administration of the estates of mentally incompetent Indians is undertaken by the Indian Affairs Branch.

Property of Minors - Section 52 of the Indian Act provides that the Minister may provide for the administration of any property to which infant Indian children are entitled and may appoint guardians for such purposes. This authority is exercised most frequently in the case of minors who inherit property or who are recipients of awards under Fatal Accident or equivalent Acts.

It should be noted that the authority of the Minister is confined to administering property. The authority to appoint someone to act as guardian of an Indian child is vested in the Courts of the Provinces.

Individual Land Holdings

An Indian reserve is a tract of land, legal title to which is in the Crown, that has been set apart by the Crown for the use and benefit of a band or bands of Indians. While the basic right of use is therefore in the band, the Indian Act provides that with the consent of the Minister band councils may allot portions of their reserves to individual members.

An Indian who has received an allotment has a right to undisturbed possession of his land. He may sell it to another member of his band or dispose of it by his Will. If he dies intestate, it will pass to his heirs. However, an allotment does not give the Indian the right to alienate the land from the reserve either by sale or Will. Should a non-Indian inherit an allotment, it must be disposed of to the band or a member thereof, with the proceeds going to the non-Indian. Allotments may be leased to non-Indians with the consent of the Minister.

The Indian Act establishes a registry system for the recording of allotments. All land transactions which may follow an allotment require approval by the Minister and must be recorded in the register. Not all bands, however, follow the allotment system. It is most common in Ontario, particularly in the southern region, in Quebec and British Columbia. Most bands in the Prairie Provinces strongly oppose the system of individual ownership that is provided in the Act. However, they do recognize a variation of the system whereby individual members are permitted to use and occupy parcels of land on reserves and derive the benefit therefrom.

A lack of subdivision surveys is one of the barriers to the more widespread use of the allotment system. An extensive survey program is carried out on Indian reserves annually under the direction of the Surveyor General of Canada Lands but the areas of Indian reserves are so vast that it will be many years before all reserves have subdivision surveys. To some degree the subdividing of reserves has been hampered in various parts of the country by the refusal of bands to allow their reserves to be surveyed. This refusal is usually based on the mistaken notion that a subdivision survey is the first step towards the reserve being taken away from them.

The immediate goal is to establish and maintain an adequate register in which all allotments to individuals will be recorded. The long-term goal is to include registration of individually held reserve lands in provincial registry or title offices.

(B) EDUCATION SERVICES

EDUCATION SERVICES

The field of education is vested with the Province, under the British North America Act, but the education of Indians is under the exclusive legislative jurisdiction of the Federal Government by the terms of the same Act. Sections 4(3) and 113 to 122 of the Indian Act authorize the Minister of Citizenship and Immigration to provide educational services to Indians ordinarily resident on reserves or on Crown Lands. Indians not meeting this residence requirement are subject to the educational laws of the Province in the same manner as other citizens.

AIMS AND OBJECTIVES

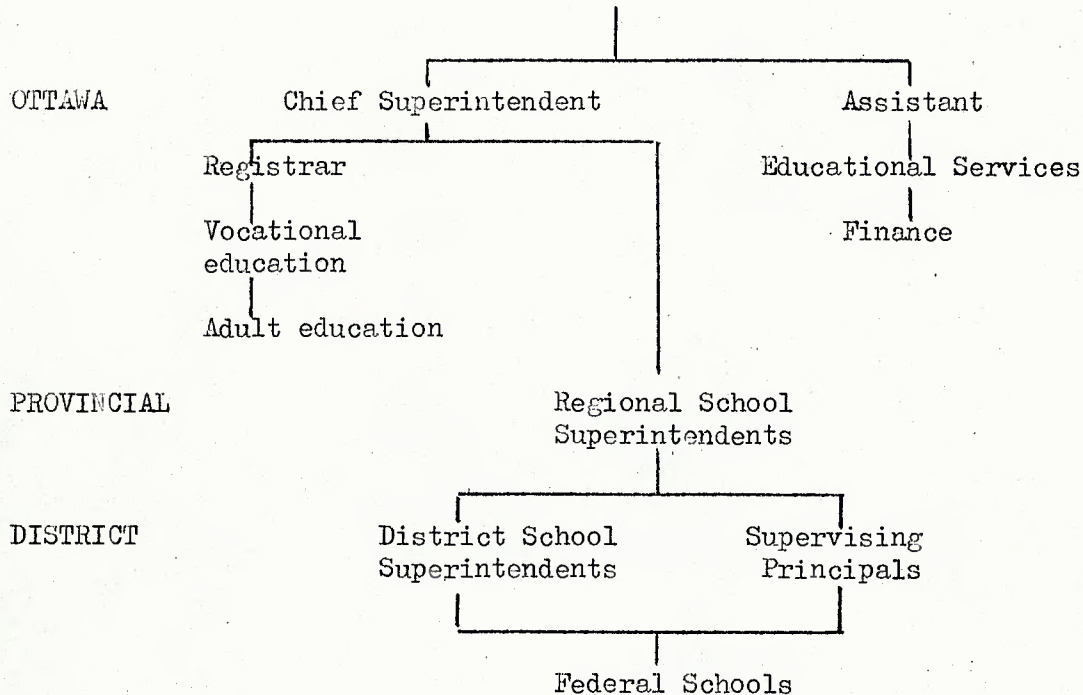
The educational system administered by the Indian Affairs Branch attempts to provide a complete educational program for every Indian child according to individual needs, local circumstances and the wishes of the parents. Its objective is to assist the Indian people in bridging the socio-economic gap between the Indian and non-Indian in Canada, and to provide each child with the education and training necessary for economic competence.

It is the policy of the Department to educate Indian children wherever possible in association with other children, particularly where accommodation is available and practical in a provincial school system and provided the Indians approve. In addition, the Indian Affairs Branch provides financial assistance to worthy Indian students to enable them to follow academic, vocational, or professional courses as long as the student displays reasonable promise and industry.

ORGANIZATION

The education division is organized on three levels for purposes of administration: (1) a headquarters unit in Ottawa, (2) regional headquarters generally located in provincial capitals, (3) district headquarters. The following chart shows the organizational structure:

ASSISTANT DIRECTOR OF INDIAN AFFAIRS
(EDUCATION SERVICES)



The headquarters staff is the co-ordinating body responsible for the implementation of policies, development of programs, employment of teaching staff and financial administration. The direction of the educational program is basically the responsibility of the Regional Superintendents of Indian Schools assisted by the District Superintendents who supervise both the Indian school and the joint school programs, and the recruitment of teaching staff. Supervision of Indian schools is augmented by service provided by provincial School Inspectors in classroom inspection.

The growth of the joint school program and the steady rise in enrollments of Indians in provincial high schools and in vocational training has created a heavy guidance and counselling program for the educational field staff. The staff has been expanded and now includes seventy-five full and part-time teachers -- counsellors employed by the Branch in districts where the workload is heaviest.

EDUCATION DIVISION

STATEMENT OF EXPENDITURES -- FISCAL YEAR 1962-63

Administration		\$ 564,045
Operation of Indian Schools:		
Teachers' Salaries	\$6,733,044	
Other Instructional Costs	58,756	
Textbooks & School Supplies	431,999	
Plant Operation & Maintenance	1,573,338	8,797,137
Conveyance of Pupils		577,364
Room and Board for Pupils in		
Residential Schools & Hostels		7,979,923
Tuition & Maintenance of Pupils		
attending Provincial or Public Schools		5,021,616
Miscellaneous Operating Costs		
Rental of Buildings	44,736	
Dietary Supplements	<u>116,079</u>	160,815
Acquisition of Equipment		469,332
Capital Payments in respect of		
Federal Educational Facilities		4,220,086
Capital Payments under Agreements		
to provide Joint Educational		
Facilities to Indian Pupils		<u>1,163,977</u>
Total.....		<u>\$28,954,295</u>

STATEMENT OF EXPENDITURES BY PROVINCES -- FISCAL YEAR 1962-63

	Day and Residential Schools	Construction or Acquisition	General	Total
Nova Scotia	159,075	2,617	711	162,403
Prince Edward Island	2,199	103		2,302
New Brunswick	24,648	2,892		27,539
Quebec	753,278	1,805,720	1,258	2,560,257
Ontario	1,536,906	1,422,351	2,659	2,981,917
Manitoba	1,741,715	459,546	1,079	2,202,339
Saskatchewan	1,677,197	757,805	2,698	2,437,700
Alberta	1,926,878	385,540	3,665	2,316,082
British Columbia	2,086,956	966,508	8,362	3,061,827
Yukon	290,019	30,313		320,332
Northwest Territories	173			173
Tuition and Maintenance of Indians in non-Ind. Schools			4,907,823	4,907,823
Salaries and Travel	6,982,152		445,657	7,427,809
School Books & Stationery	<u>431,998</u>		<u>113,793</u>	<u>545,792</u>
Total.....	<u>\$17,613,194</u>	<u>\$5,853,395</u>	<u>\$5,487,705</u>	<u>\$28,954,295</u>

~~1~~ Construction Miscellaneous included in Ontario \$1,534.

~~2~~ Miscellaneous Items and Headquarters included in Ontario Totals.

Salaries, Travel, School Books, and Stationery have been deducted from Provincial totals.

FEDERAL EDUCATION

It is the policy of the Branch to educate Indian children within provincial school systems but this is not always practical, and a substantial percentage of Indian children are educated through federally operated schools. In order to meet the particular problem of the Indians, the Branch has established four types of schools:

1. Day Schools

As the name implies, these are schools operated on reserves for children who can attend while living at home. Their curriculum is that of the province in which they are located and they may include all grades from Kindergarten through to Grade 12. Small ungraded classroom schools are avoided where possible. The Branch provides, without charge, all text-books and classroom supplies and, if possible, transportation facilities for pupils living in excess of one mile from the school. There are 373 day schools in operation at present.

Generally, professionally qualified teachers are employed and professional qualifications from any province are accepted. The Branch provides accommodation for all teachers at Indian schools where facilities are not available in the local communities. Of the present staff of 1,434 teachers, 124 are Indians.

2. Residential Schools

Residential or boarding schools are operated for orphan children, children from broken homes and those, because of isolation or the migratory way of life of their families, unable to attend day schools.

At present, 66 Indian residential schools and hostels are in operation. Fifty-eight residential schools and two hostels are owned by the Federal Government and are operated by religious denominations under basic financing agreements with the Branch; five residential schools are owned by the Roman Catholic Church and are operated on a per capita grant paid to the church authorities on behalf of each Indian child whose enrollment in these schools has been authorized by the Branch; and one hostel, at Whitehorse, Y.T., is owned and operated by the Branch. The number of schools operated by the various denominations is as follows:

Indian Residential Schools

January 1964

<u>Denominational Auspices</u>	<u>N.S.</u>	<u>Que.</u>	<u>Ont.</u>	<u>Man.</u>	<u>Sask.</u>	<u>Alta.</u>	<u>B.C.</u>	<u>Y.T.</u>	<u>Total</u>
Anglican Church	-	2	4	1	2	3	2	1	15
Presbyterian	-	-	1	1	-	-	-	-	2
Roman Catholic	1	4	4	7	7	9	9	1	42
United Church	-	-	-	3	-	2	1	-	6
Fed. Govt. Hostel	-	-	-	-	-	-	-	1	1
	-	-	-	-	-	-	-	-	-
Total.....	1	6	9	12	9	14	12	3	66

The role of residential schools is changing as the joint school program progresses. Six of these schools are now used exclusively as hostels for students attending non-Indian schools, while twenty have varying numbers of hostel students.

3. Seasonal Schools

In order to meet the unusual problems presented by the migratory families, seasonal schools have been established at places where they gather during part of the year.

4. Hospital Schools

These are operated by the Branch to provide educational facilities for Indian children confined to hospitals operated by the Department of National Health and Welfare. Arrangements are also made for the education of Indians in other hospitals and sanatoria. Instruction is not restricted to Indians of school age, and training is given to pre-school children and to adults.

In addition to these four types of schools, the Branch also conducts an extensive program of adult education designed to help ambitious Indians improve themselves. Special courses are organized on reserves or in nearby communities, as night classes, to provide training in literacy, up-grading and community improvement. Academically qualified Indian students are encouraged to enter vocational and trades schools. Field Guidance Officers assess the students' capabilities and arrange for their admission to the proper school, are responsible for counselling of individuals during and after training, and assist in placement. During 1962-63, a total of 1,930 students took part in the adult education programs:

Adult Education, 1962-63

<u>Type of Training</u>	<u>No. of Students</u>
Literacy	201
Upgrading	217
Vocational	456
Handicrafts	242
Community Development	479
* Other	<u>335</u>
	1,930

* Includes courses in art, recreation, folk schools, leadership training, etc.

JOINT EDUCATION

The desirability of educating Indian children within the provincial school system has been accepted nationally, and about 40% of the Indian school population attend provincial schools. This percentage includes those enrolled in trade, technical and professional training institutes operated by local or provincial authorities. The rapid rise in the number of high school students and those engaged in vocational training could not have taken place without the active support of the provincial schools. Advanced education is dependent upon the provincial school systems because of the scattered Indian population and the isolation of many reserves. This tendency will increase as the achievement level rises amongst Indian pupils and more of them enter high school.

Section 113 of the Indian Act authorizes the Minister of Citizenship and Immigration to enter into agreements with the provincial governments, public or separate school boards, religious or charitable organizations and the Commissioners of the Yukon and the Northwest Territories for the education of Indian children. All of these avenues have been developed to provide joint educational service for Indian children. Enrollment of Indians in provincial schools has increased from 13,000 in 1960-61, to 22,500 in 1963-64, while during the same period enrollment in federal schools has remained fairly constant at some 32,000 pupils.

For the most part, the admission of Indian children to a non-Indian school is negotiated by the Indian Affairs Branch with the local school board concerned. Payments are made to the Board of a portion of the gross operating cost, pro-rated on the basis of enrollment of Indian pupils. If the admission of Indian children requires an expansion of facilities, a capital contribution is made by the Branch on a pro-rata basis. Provincial Governments are consulted and are kept informed, but the actual arrangements are between the Federal Government and the school boards.

In British Columbia, however, a formal agreement has been developed between the Indian Affairs Branch and the Province. All school districts within the Province are required to accept Indian children into provincial schools, where the Indian people approve of this action. The Branch provides a uniform tuition fee to the Province, payable on behalf of Indian pupils in all provincial schools. The amount of the fee is reviewed every three years and as of January 1, 1963, was set at \$25 per month per student. The Province in turn pays full grants to school districts for Indian pupils enrolled. The general agreement with the Province provides for individual agreements with districts where capital contributions are required to provide facilities for Indian pupils.

At present, the Branch is making payments to cover tuition costs to a total of 402 school boards. In addition, some 200 agreements have been concluded with 110 school authorities to provide classroom accommodation for 10,000 Indian children. Generally, each agreement concerns a particular group of Indians and a single school system, but a few have been broader in scope. This capital contribution by the Federal Government has amounted to a total of \$10,000,000, and some \$2,000,000 is needed annually to maintain the capital building program at its present level.

Trends and Future Needs

There is every reason to expect that continued co-operation between the Indian people and federal, provincial and local authorities will result in a progressively larger number of Indian children being educated with other children in the provincial school system.

A joint education pattern is emerging in each province. The provinces gradually are assuming responsibility for providing educational services for Indian children in return for federal capital grants for school construction and tuition fees based on operation costs. Federal schools close to non-Indian communities are gradually closing. The growing interlocking system is providing for the transfer of pupils from remote federal schools to urban centres where they continue their education and training in provincial schools.

The administration of the federal grant system would be greatly simplified if basic agreements could be reached between Federal and Provincial Governments which would permit provinces to provide grants for

Indian children enrolled in provincial schools, subject to reimbursement by the Federal Government. These basic agreements should be similar to the one already in effect between the Federal Government and British Columbia in which a fixed tuition fee is paid to the Province by the Indian Affairs Branch for each Indian child attending a provincial school, with the Province in turn compensating the local school authority.

As joint school programs increase, so will the number of Indian youths who are trained to find temporary or permanent employment away from the reserve. While some may settle in cities and towns and assume residential status, others will migrate back and forth between the reserve and urban centres in an irregular pattern of employment. Still others will seek employment in new communities, particularly those in the north which develop as a result of mining activities. The respective responsibilities of the Federal and Provincial Governments, and of local authorities, for the education of Indians off reserves must be more clearly understood by all levels of government, and by the Indians themselves.

As progressively larger numbers of Indian youths gather in urban centres offering vocational training under Federal-Provincial agreements, an expanded guidance service under Branch or local control will be needed to ensure that the Indians receive the maximum benefits from the funds expended on them.

COMMUNITY PARTICIPATION IN SCHOOL AFFAIRS

One of the basic policies of the Branch is to encourage Indians to assume greater responsibility and participate more fully in the management of local affairs. In line with this policy, matters pertaining to the general administration of education on reserves are frequently referred to band councils. In turn, councils may petition the Branch on educational matters which, in their view, demand attention.

The council may create a School Committee and nominate the three members composing the Committee. Where this has been done -- there are 51 such Committees -- the Committee acts for the community under regulations drawn up by the Branch. A basic budget is established by the Department to be administered by the School Committee with respect to janitor service, sports equipment and extra-curricular programs. A formula has been devised for the extra-curricular programs whereby a flat amount is provided for each classroom, but a special provision allows the Department's contribution to be increased to match a contribution from band funds, within specific limits. These Committees are becoming more and more active in other fields as well, such as in the areas of school attendance, the provision of scholarships from band funds, etc.

A conference of School Committee members representing all School Committees in Saskatchewan met at Prince Albert in March, 1964, to discuss among other things the regulations governing Committee functions and of delegating to them fuller responsibilities in the future.

School Committees may be regarded as embryonic school boards which will eventually assume the powers of a provincial school board with certain modifications with respect to school finance.

The development of Parent-Teacher and Home and School Associations has been encouraged at the local level with some success. Various school exercises and less formal consultations between teachers and parents, coupled with Education Week, have created a considerable amount of parent involvement in school affairs. The growth of literacy amongst the Indian people is the most important contributing factor to this budding interest in education. The most serious handicap to further development is the economy of many communities which compels the people to take up casual or transitory jobs away from home.

EDUCATION SURVEYS

Continuing research is conducted into such matters as school accommodation requirements, teachers' salaries and other aspects of education. In cooperation with the Dominion Bureau of Statistics, an annual research is carried out on the distribution of Indian pupils in Indian schools by age, grade and sex; the promotion and non-promotion of pupils and the destination of pupils withdrawing from Indian schools. Data is used to measure progress and to identify problems.

Considerable use is made of testing programs. For example, a testing program using standardized achievement lists involving all Indian schools was carried out at the Grade 4 level in 1958 to provide data for remedial programs. It identified the Maritime Region as an area in which language and reading problems were particularly acute. This was followed by a language research program carried out in the Indian schools in the Maritimes between 1959 and 1962. From this program teaching techniques were devised which have been incorporated in a special oral English language course for school beginners or Grade 1 pupils in the Indian schools in which English is the language of instruction. Measurable improvements have resulted.

In 1960 a testing program was carried out for Indian high school students attending selected Indian residential schools and non-Indian schools. However, the analysis of the data produced inconclusive results.

JOINT SCHOOL PROGRAM BY PROVINCES
(As of March, 1964)

	<u>PEI.</u>	<u>N.S.</u>	<u>N.B.</u>	<u>Que.</u>	<u>Ont.</u>	<u>Man.</u>	<u>Sask.</u>	<u>Alta.</u>	<u>B.C.</u>	<u>NWT.</u>	<u>Y.T.</u>	<u>Total</u>
Indian Children in Federal Schools.....	34	798	659	2,934	6,515	5,597	5,291	4,263	6,080	-	160	32,331
Indian Children in Provincial Schools...	29	422	252	2,182	5,735	2,082	2,327	2,273	5,756	1154	362	22,574
Percentage Joint Educational Enrollment..	46	35	28	43	47	27	30	35	47	100	69	41
No. of Joint Agreements.....	-	2	1	19	42	18	32	18	51	-	7	190
No. of Indian Pupils for whom accommodation purchased.....	-	83	83	1,341	2,063	858	1,833	1,340	2,303	-	295	10,199
Total Federal Capital contribution.....\$	-	73, 128	32,510	1,454,995	1,821,000	616,532	1,682,839	1,366,991	2,773,189	-	392,622	10,213,806

NUMBER OF PUPILS BY GRADE -- 1963-64

	<u>Pre I</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>	<u>VII</u>	<u>VIII</u>	<u>IX</u>	<u>X</u>	<u>XI</u>	<u>XVI</u>	<u>Spec.</u>	<u>Total</u>
In Fed. Schools....	3,575	5,176	4,903	4,592	4,026	3,305	2,789	1,928	1,166	405	214	79	52	126	32,331 ^{NE}
In Prov. Schools....	322	2,331	1,748	1,730	1,737	1,553	1,563	1,634	1,438	1,554	926	541	262	264	17,603 ^{NE}

^{NE} Figures do not include 142 Seasonal and 238 Hospital Pupils.

^{NE} Figures do not include post-High School Pupils and 4,575 Ungraded School Pupils.

(c) OPERATIONS SERVICES

	<u>Page</u>
1. AGENCIES DIVISION	51
2. WELFARE DIVISION	65
3. ECONOMIC DEVELOPMENT DIVISION	76

AGENCIES DIVISION

The Agencies Division is responsible for the overall management and administration of the nine Regions and eighty-eight Agencies which comprise the field organization. As indicated on Page 10 under the heading "Organization", its activities cover a broad field ranging through staff management and training, housing for Indians, and the administration of a capital works program on reserves.

FINANCE

Expenditures over the past five years have been as follows:

<u>Fiscal Year</u>	<u>Operations</u>	<u>Capital Works</u>	<u>Housing</u>
1959-60	\$3,716,586	\$1,127,300	\$2,180,826
1960-61	4,074,364	1,474,059	2,374,216
1961-62	4,520,615	1,878,754	2,629,697
1962-63	4,497,851	1,115,147	2,176,476
1963-64	4,491,806	1,151,882	2,390,936
1964-65 (Estimated)	4,597,200	1,394,360	2,960,000

Details of expenditures on operations, capital works, housing and housing repairs for the fiscal year 1962-63, by provinces, are included as Appendices A, B, C and D on Pages 60 to 64.

DIVISION ORGANIZATION

The establishment of the Division at March 31, 1964 comprised 626 positions, of which 24 are at Headquarters and the remainder are in the nine Regional Offices and eighty-eight Agency Offices. A list of the Regions and Agencies will be found on Pages 12 and 13.

FUNCTIONS

To facilitate description, the functions of the Agencies Division will be considered in relation to field organization, staff training, roads, sanitation and water supply, repair and upkeep, subsidy housing for Indians and fire prevention.

FIELD ORGANIZATION - The Branch provides guidance and assistance to Indian bands through Agency Offices located at strategic points in relation to Indian reserves. Agencies are grouped into Regions for supervision and management purposes.

The general practice has been to staff Agency Offices with a Superintendent, one or more Assistants, together with clerical and stenographic personnel depending upon the size of the Agency in terms of the number of

Indians and reserves. It has been, and is the practice, to give consideration to amalgamating smaller Agencies and through this process there has been a reduction in the number of Agencies over the past ten years.

Staff at the Regional level normally consists of a Regional Supervisor (a Commissioner in British Columbia), an Assistant, clerical and stenographic staff and professional and specialist staff depending on the requirements of the Region. The latter group have a dual function of providing technical advice to the Regional Supervisor and advice and assistance to Agency Offices. The expansion of field programs in recent years is reflected in the increased number of professional and specialist staff added to Regional Offices.

The number of staff in Agency and Regional Offices has not increased in proportion to the expansion and diversification of Branch programs. This has necessitated reassessment of the field organization to determine whether better use can be made of existing staff and as a result of research and experience, changes are being considered. Among these may be mentioned (1) further amalgamation of the smaller Agencies, and (2) the grouping of Agencies, on a geographical basis, into larger administrative units. The latter change would provide a larger staff establishment within which duties could be assigned to staff on a functional basis. It would also enable professional or specialist staff to be allocated to the large Agency unit level, to develop and direct major programs.

The following tables show the location of the Division staff by Provinces and the growth of the staff over the past five years:

<u>Location of Staff</u>	<u>Number</u>
Headquarters	24
Nova Scotia	21
New Brunswick	10
Prince Edward Island	4
Quebec	50
Southern Ontario	67
Northern Ontario	68
Manitoba	66
Saskatchewan	79
Alberta	85
Dist. of Mackenzie	23
British Columbia	123
Yukon	6
Total	626

<u>Number of Staff</u>	
1959-60	558
1960-61	580
1961-62	602
1962-63	627
1963-64	626

STAFF TRAINING - The Staff Training Unit is responsible for the training and development of non-professional members of the staff in the Field and at Branch Headquarters.

Training provided for the Field staff has included: methods and procedures courses for Agency and Regional Office Managers; development courses for Agency Assistants; a community development course for selected staff from junior to senior levels; correspondence courses in letter and report writing; and a course on instructional techniques and management planning tools for Regional Office Managers. Staff training at Branch Headquarters has included development courses for junior and senior clerks, and courses in the use of dictation equipment.

Additional training is planned to provide:-

- (a) For Headquarters Staff: orientation for new employees, courses in supervisory management, letter and report writing, reading comprehension and management techniques appreciation.
- (b) For Field Staff: orientation for new Superintendents, development courses for experienced Superintendents and community development appreciation courses.

Training provided in the Branch was accelerated and broadened in 1963-64 and 339 Headquarters and Field staff participated in courses conducted by the Staff Training Unit and the Civil Service Commission. The following table shows the distribution of personnel in courses held from April 1, 1963 to March 31, 1964:

<u>Branch Courses</u>	<u>Branch Headquarters</u>	<u>Field</u>	<u>Dept.</u>	<u>Outside</u>	<u>Total</u>
Junior Clerks	16	-	3	-	19
Senior Clerks	42	1	7	-	50
Community Development	3	28	1	2	34
Agency Assistants	-	26	-	-	26
Letter and Report Writing	-	150	-	-	150
	<u>61</u>	<u>205</u>	<u>11</u>	<u>2</u>	<u>279</u>

<u>Civil Service Commission Courses</u>	<u>Branch Headquarters</u>	<u>Field Staff</u>	<u>Total</u>
Government Administration	1	6	7
Management Appreciation and Improvement	13	-	13
Trainers' Course	1	-	1
Basic Public Administration	2	-	2
Secretarial Orientation	5	-	5
Theory of Office Management	4	28	32
	<u>26</u>	<u>34</u>	<u>60</u>

ROADS - The objective of this program is to reduce the isolation of Indian reserves by the provision of access roads to enable freer movement between Indian and non-Indian communities, the education of Indian children in joint schools, the commuting of Indians to and from centres of employment, and the development and marketing of reserve resources.

Each Region receives an annual appropriation for road construction and develops its program on the basis of regional requirements. The need for new and improved roads is great and it would be desirable for each Region to have a long-range construction plan. Unfortunately, attempts to develop such plans have not been overly successful. Priorities that develop from year to year, difficulties in estimating the cost of road work, and generally increasing costs all mitigate against long-range planning.

Where Indian bands have the means to do so, they are asked to share in the cost of constructing new roads. In 1962-63 bands across Canada expended \$589,000 on construction and repair of their roads. Where the road will be of direct benefit to both Indian and non-Indian communities, cost-sharing with a municipality or the Province is sought. Some Provinces have contributed to the general programs to a considerable degree. In Ontario, Indian reserves are classed as municipalities for the purpose of the Highways Improvement Act and the Province pays a subsidy of 50% on road construction or maintenance and an 80% subsidy on bridges and culverts on reserves. In Saskatchewan, under an agreement with the Branch, the Province pays 50% of the cost of constructing those portions of grid roads passing through Indian reserves. Manitoba has constructed some roads on reserves on a 50-50 share basis with the Branch and has indicated a willingness to do road work for the Branch on reserves at cost. Other Provinces have shared the cost of new roads in some instances and have indicated a willingness to undertake road work for the Branch at cost.

If feasible, construction work is done with Branch machinery and provides some employment for Indian day labour. In other instances, the work is undertaken at Branch cost by provincial governments using their equipment. In still other cases, the job is let to private contractors on tender.

A summary of expenditures for the last five years on road and bridge construction is indicated in the following table:

<u>Fiscal Year</u>	<u>Amount</u>
1959-60	\$520,203
1960-61	584,585
1961-62	829,911
1962-63	450,999
1963-64	670,600
1964-65 (Estimated)	720,800

WATER SUPPLY AND SANITATION PROGRAM - Simply stated, the policy of the Branch is to try to ensure that there is a source of potable water on all reserves and to encourage and assist the Indians in improving sanitation facilities.

The implementation of this policy poses many problems among which may be mentioned the large number of reserves, the difficulty of providing water to Indians whose homes are dispersed over a large area, the high cost of providing water systems, and the difficulty in educating many Indians of the necessity for improved sanitation facilities.

The plan adopted for each reserve is largely determined by local circumstances. On many reserves the most that can be done initially is to drill wells at strategic locations. Where the Indians are living in communities and existing supplies of water are inadequate or are in danger of contamination, domestic water systems may be constructed. In still other cases provision may be made for a pumping plant to supply water to a centrally located storage unit. Each Region is given an annual allotment for this purpose and regional priorities are established. Bands with sufficient funds are encouraged to use their funds to provide adequate supplies of water and improved sanitation facilities. Some bear the full cost, while others contribute to Branch programs to the extent of their ability.

No opportunity is lost to impress upon bands the necessity for improved sanitation facilities. In this field the Branch has worked closely with and received the full support of the Medical Services Directorate of the Department of National Health and Welfare, in conducting sanitation surveys and educating the Indians in the advantages of improved water and sanitary facilities. Considerable success has been achieved in having bands take the initiative in determining their needs and Band Health Committees have been established on many reserves and are playing a major role in improving conditions.

There will be a continuing requirement for adequate sources of water on reserves. This will have to be met by supplying wells in the majority of cases as it is not practical to provide domestic water systems to reserves where Indians live in a dispersed pattern. Where feasible, domestic water systems will be provided under a policy which will require the band to take over the system after construction and assume responsibility for its operation and maintenance either from band funds or utility charges assessed to users by band by-laws.

Greater emphasis will be placed on encouraging bands to form Health Committees and on providing such Committees with the technical advice, financial assistance and support needed to meet local problems.

Expenditures in this program area over the past five years were as follows:

<u>Fiscal Year</u>	<u>Amount</u>
1959-60	\$360,914
1960-61	283,375
1961-62	368,059
1962-63	381,740
1963-64	293,120
1964-65(Estimated)	561,025

REPAIR AND UPKEEP PROGRAM - This program covers the repair and maintenance of Agency buildings of which there are 710, and Agency works, including roads and other projects. Branch objectives are those of any good house-keeper - to keep the capital assets or works in serviceable condition, and by preventative maintenance to ensure that costly replacement or reconstruction is not required within the normal life expectancy of the asset or work.

Estimates of the amounts required to maintain capital assets in good repair are made yearly by Agency Superintendents and funds are provided in accordance with the budget approved for the Agency.

In general, materials for Agency repair work are acquired through the Departmental Purchasing Agent and the actual work undertaken by Indian labour with Agency supervision. Outside contractors are employed only where repairs are of a highly technical nature, such as is involved in a major overhaul of a domestic water system or other complicated equipment.

Road maintenance is usually carried out by Departmental equipment but where this is not available, outside machinery is hired on a tender basis.

A recent development aimed at achieving maximum and efficient use of the funds available yearly for road upkeep has been to have technical personnel visit some of the larger Agencies each year and make a general appraisal of the roads and bridge systems within each reserve. During this inspection, problems are discussed and technical assistance is given to the Agency Superintendent and band councils on road construction and proper maintenance. Following these inspections a report of the Agency road system is made. This is supported by maps showing road locations and a recommended plan for new construction and the maintenance of roads and bridges.

A summary of expenditures for the last five years is shown in the following table:

<u>Fiscal Year</u>	<u>Amount</u>
1959-60	\$508,831
1960-61	524,345
1961-62	598,258
1962-63	540,454
1963-64	628,200
1964-65 (Estimated)	650,000

ELECTRIFICATION ON INDIAN RESERVES - The Branch recognizes the desirability of having electric power on all reserves. Up to now, however, the policy of the Branch has been that the provision of power to reserves must, of necessity, be left to the Indians to resolve. Better housing, new roads and new and improved water supplies are considered of greater urgency than electrification and available funds have been used to meet these needs. Other factors that have delayed electrification are: (a) the remoteness of many of the 557 bands from sources of power, (b) the tendency of Indians to live in a dispersed pattern on reserves rather than in villages thus posing costly distribution problems and (c) the fact that Indians are a low income group and many cannot afford the cost of wiring their homes or of power.

Bands which have funds are encouraged to provide electricity to reserves and are assisted in negotiations with supplying companies. Many have shown an interest in having power on their reserves and have used their funds to secure it. On one reserve in southern Alberta the cost of providing a distribution system to serve a dispersed pattern of homes amounted to \$419,000, all of which was paid from funds of the band. A distribution system is under construction on another reserve in the same area and the cost will exceed \$200,000.

Where power has been brought to a reserve to service administration buildings, Indians have been encouraged to take advantage of the supply and when necessary, they have been given limited assistance towards wiring of their homes. Assistance may be given towards wiring new homes where a source of power supply is available on reserves.

HOUSING

Some housing assistance had been provided to Indians over the years, but this had been very limited because of the scarcity of funds during the depression and war years. As a result, when the situation was surveyed after the close of World War II there was a heavy backlog of need.

Initial Objective - The backlog was so great as to preclude consideration being given to providing houses comparable to those in low income non-Indian communities. In consequence, the housing program initiated by the Branch and carried out over the succeeding ten years may best be described as a shelter program designed to provide a maximum number of low cost units. Between 1948 and 1961 approximately 10,000 housing units were constructed at a cost exceeding \$15,000,000. During the same period several thousand additional houses were constructed on reserves as a result of financing from band funds, Veterans Land Act grants and personal contributions of Indians.

Despite the number of homes constructed, the program did not catch up with the backlog of requirements arising through new family formations.

Present Objective - The basic objective is to encourage the development of Indian communities with adequate standards of housing, hygiene and essential services. Such communities are considered essential to the success of other Branch programs designed to help the Indians to achieve a standard of living equal to other Canadians. In keeping with this basic objective, the Indian Affairs Branch has now entered into the second phase of its program with the introduction in 1962 of a subsidy housing program which is designed to make it possible for all Indians, regardless of income or circumstances, to have a home of minimum standards or a higher standard of housing if they are prepared to achieve this goal through the exercise of initiative and personal effort.

The Subsidy Housing Program - The objective of the program is to improve the standard of housing on reserves and equally important, by requiring personal contributions from Indians, to develop in them a pride of ownership that will promote interest in maintaining and improving their homes. The program was designed primarily to meet the needs of Indians with basic incomes of \$2,500 a year or less. Those in higher income brackets are not specifically excluded from participation, but priority is given to the lower income groups.

The program operates through a subsidy formula which determines the government subsidy and the contribution required of the Indian applicant for housing on the basis of the size and the basic income of the family unit. The subsidy is in the form of building materials laid down at the site. The applicant is required to supply as much of these as is possible, with the subsidy taking over after his contribution. In those areas where the right type of logs are available, first consideration is given to log construction. A log house, if properly constructed, is superior in many ways. In addition, log construction allows for the maximum use of Indian labour.

The applicant is required to make a cash payment scaled according to his income, and if able-bodied, to provide the ordinary labour. If necessary, grants can be made to provide qualified supervision of construction.

When possible, an attempt is made to construct houses in groups to enable all applicants to join together as a crew at a low employment period and construct their houses cooperatively under a qualified supervisor.

House Design - The program operates in relation to four housing plans which were designed by the Engineering and Construction Division to provide minimum standards for different sizes of family units. A category "A" house is intended for the head of a household with two dependents where there is no likelihood of an increase in the family unit. Categories "B", "C" and "D" are larger houses for larger family units. All homes, with the exception of category "A" have been designed in such a way that additions and improvements can be made at minimum cost. Economy has been achieved through reduction in the size of bedrooms and flexibility in the arrangement and partitioning in order that a wide variety of family circumstances can be accommodated.

With the exception of bunkbeds and kitchen cupboards, an Indian applicant must provide the furniture for his house. Detailed working drawings of other furniture such as tables, chairs, etc., have been prepared by the Engineering and Construction Division and are of such simplicity that they can be built by the average householder.

Hydro and Sanitary Facilities - It is the desire of the Branch to encourage wherever possible the use of hydro and plumbing facilities in Indian homes and all subsidy plans include a bathroom space. Where hydro is available the Branch will provide financial assistance up to one-half of the cost of supplying and installing hydro facilities where an applicant cannot afford the full cost of installation. Similar assistance is available for sanitary and plumbing facilities. To qualify for this assistance, the applicant must be in a position to meet future service and maintenance charges.

Future Plans - As mentioned earlier, the subsidy housing program was intended to serve Indian families with income levels below \$2,500. Plans are under development to introduce a program of housing loans to assist Indians in higher income brackets to finance their own construction.

FIRE PREVENTION

The general policy of the Branch is to educate Indians and bands in the necessity of taking all reasonable precautions to safeguard both life and property against fire.

Present Practice - This policy is implemented in various ways. Band councils are encouraged to participate in campaigns such as "Clean-Up Week" in the spring, "Fire Prevention Week" in the fall of each year and the Fire Prevention Contest. Talks are given at band council meetings by Branch field staff and fire prevention posters and pamphlets supplied by the Dominion Fire Commissioner are displayed with a view to stimulating fire safety consciousness among the Indians. Protection through personal efforts at prevention is emphasized. In addition, the subject "Fire Prevention and Protection" has been included in school curricula and fire evacuation drills are held at schools.

The provision of fire protection to reserves varies widely. In some cases it has been possible to secure protection service by agreement with local municipal authorities. In other cases equipment has been purchased by bands either to provide full protection or to supplement outside protection services. In a number of instances where no band funds are available, fire fighting equipment has been purchased by the Branch. The services of the Dominion Fire Commissioner are used in surveying the needs of reserves, particularly the larger and more urban type of reserve and where water supply systems are being constructed, provision for a measure of fire protection is included in the system.

In some instances it has been possible to arrange instructional classes on fire fighting through the cooperation of provincial or municipal authorities.

SUMMARY OF EXPENDITURES BY PROVINCE, INDIAN AGENCIES DIVISION
OPERATION AND MAINTENANCE ALLOTMENTS FOR THE FISCAL YEAR 1962--1963

	(1)	(2)	(3)												
	Salaries and Wages	Allowances	Travelling & Removal Expenses	Freight Express Cartage	Postage	Telephones Telegrams	Office Stationery Supplies Equipment	Material and Supplies	Repairs and Upkeep of Buildings and Works	Rental of Buildings, etc.	Repairs and Upkeep of Equipment	Utility Services including School Fees	Casual Help	Sundries	Total
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Prince Edward Island	15,089.56	-	1,220.96	-	-	487.30	-	1,470.25	2,058.61	-	813.06	437.40	657.34	-	22,239.48
New Brunswick	39,868.10	-	5,868.06	-	155.00	1,597.00	-	1,943.82	4,701.64	-	1,362.94	1,287.29	-	-	56,783.85
Nova Scotia	90,989.37	-	12,634.06	21.37	538.50	2,899.54	3.00	2,873.40	15,486.45	-	7,059.37	5,635.12	719.90	41.35	136,901.43
Quebec	232,817.84	4,012.29	23,550.88	3,147.19	937.18	8,738.50	73.00	17,703.70	73,180.26	1,215.00	15,597.61	10,813.62	3,463.12	662.58	395,912.77
Ontario	629,039.67	12,854.84	80,588.26	678.94	2,437.00	25,325.40	151.13	21,825.23	165,656.60	314.75	21,625.51	15,458.51	6,761.11	147.49	982,864.44
Manitoba	303,748.14	27,858.45	44,200.32	1,585.49	1,957.00	14,842.24	100.75	63,269.86	66,569.06	106.60	13,881.85	3,424.07	3,172.41	238.18	544,954.42
Saskatchewan	332,240.94	3,644.30	42,073.72	90.01	1,121.85	13,594.96	2.00	22,085.88	34,240.37	452.00	12,833.51	9,500.05	1,082.33	28.15	472,990.07
Alberta	398,676.32	13,626.57	30,375.59	852.79	1,545.26	11,237.69	151.60	25,900.44	77,444.92	645.50	17,681.59	16,075.17	2,964.64	41.22	597,219.30
British Columbia	534,716.34	10,162.81	70,478.76	849.57	4,345.74	29,333.95	184.45	18,679.19	95,823.57	1,053.00	34,811.78	719.06	1,595.00	736.07	803,489.29
Northwest Territories	96,034.23	26,223.82	26,582.26	247.56	35.00	3,531.96	12.12	13,844.76	1,955.15	-	4,912.49	12,622.11	792.88	221.57	137,015.91
Yukon	25,041.99	4,578.22	7,167.59	38.55	10.00	2,273.33	-	3,364.66	3,790.66	-	2,786.53	2,829.97	-	8.85	51,890.35
Ottawa	131,217.62	-	17,504.31	7,540.43	26,916.30	126.92	59,190.41	439.94	-	40.00	-	-	272.16	869.64	244,117.43

- (1) The expenditure of \$7,540.43 for Freight and Express - Ottawa - is mainly for Express charges for item (3).
- (2) Postage stamps, for which an expenditure of \$26,916.30 is shown for Ottawa, were purchased in Ottawa and mailed to the various Regional and Agency offices across Canada.
- (3) Under Office Stationery, Supplies and Equipment for Ottawa, an expenditure of \$59,190.41 is shown. These items were purchased at Ottawa and sent to the various Regional and Agency offices across Canada.

Appendix "B"

SUMMARY OF EXPENDITURES BY PROVINCE, INDIAN AGENCIES
DIVISION CONSTRUCTION OR ACQUISITION OF BUILDINGS, WORKS,
LAND AND EQUIPMENT FISCAL YEAR 1962-63

Province	Bldgs. & Works	Roads & Bridges	Non-Structural	Total Capital Expend.
Nova Scotia	\$ 1,167.02	\$ 4,154.82	\$ 13,136.52	\$ 18,458.36
Prince Edward Island	710.00			710.00
New Brunswick	1,274.73	7,477.88	8,851.87	17,604.48
Quebec	19,801.44	9,450.81	93,567.13	122,819.38
Ontario	56,517.39	160,641.80	26,366.80	243,525.99
Manitoba	48,668.51	67,902.11	16,286.34	132,856.96
Saskatchewan	46,340.28	101,887.21	36,898.94	185,126.43
Alberta	18,168.62	69,789.75	11,107.11	99,065.48
N.W.T.	32,918.99	2,819.86	13,079.20	48,818.05
Yukon			447.39	447.39
British Columbia (See note (1))	41,361.51	26,874.78	177,478.43	245,714.72
TOTALS	266,928.49	450,999.02	397,219.73	1,115,147.24

Note (1)

In addition to the above a special vote of \$100,000 is made to the Indians of British Columbia to provide additional services such as the promotion of agriculture; stock raising; and fruit culture; development of irrigation systems, etc.

SUMMARY OF EXPENDITURE BY PROVINCE FOR SUBSIDY HOUSING
Fiscal Year 1962-63

	<u>No. of Units completed</u>	<u>No. of Units started & not completed</u>	<u>Expenditures from Appropriation</u> \$	<u>Band Funds</u> \$	<u>Personal Contribution</u>		<u>Total Reported Expenditure</u> \$
					<u>Cash</u> \$	<u>Materials & Labour</u> \$	
Prince Ed. Island	Nil	Nil	Nil	Nil	Nil	Nil	
Nova Scotia	13	6	52,979.12	Nil	750.00	8,250.00	61,979.12
New Brunswick	12	3	30,724.53	500.00	5,480.37	6,305.00	43,009.90
Quebec	94	30	204,949.81	335.30	7,280.00	114,785.30	327,350.41
Ontario	164	78	279,436.13	197,384.59	10,424.87	182,233.00	669,478.59
Manitoba	175	13	340,382.81	2,600.72	4,685.00	70,730.00	418,398.53
Saskatchewan	186	28	326,203.46	86,971.49	3,575.00	62,215.00	478,964.95
Alberta	183	31	214,474.50	560,998.66	1,755.00	43,717.00	820,945.16
N.W.T.	63	14	141,118.31	Nil	Nil	34,790.00	175,908.31
B.C.	179	88	335,142.57	152,181.75	11,068.00	174,262.85	672,655.17
Yukon	<u>16</u>	<u>Nil</u>	<u>34,182.45</u>	<u>Nil</u>	<u>116.00</u>	<u>2,884.00</u>	<u>37,182.45</u>
Totals.....	<u>1,085</u>	<u>291</u>	<u>1,959,593.69</u>	<u>1,000,972.51</u>	<u>45,134.24</u>	<u>700,172.15</u>	<u>3,705,872.59</u>
Percentage.....			52.8%	27%	20.2%		100%

HOUSING REPAIRS

1962-1963

<u>Province</u>	<u>Expenditures from Appropriation</u> \$	<u>Personal Contributions (Labour & Materials)</u> \$
Prince Edward Island	499.55	800.00
Nova Scotia	11,860.87	4,600.00
New Brunswick	11,247.04	4,405.00
Quebec	25,835.08	6,300.00
Ontario	37,489.97	22,006.20
Manitoba	23,428.14	24,600.00
Saskatchewan	24,720.32	7,682.00
Alberta	18,556.69	32,874.00
N.W.T.	10,447.46	5,160.00
B.C.	49,616.88	33,356.53
Yukon	3,179.92	Nil
T o t a l s.....	<u>\$216,881.92</u>	<u>\$ 141,783.73</u>



DEPARTMENT OF CITIZENSHIP AND IMMIGRATION
INDIAN AFFAIRS BRANCH

APPLICATION FOR HOUSING ASSISTANCE

Appendix "B"

AGENCY		
* FOR HEADQUARTERS USE ONLY *		
HOUSE NO.		
CONSTRUCTION:	BEGAN:	
	COMPLETED:	
ACTUAL COST:	WELFARE	OTHER
MATERIALS (Inc. freight)	\$	\$
LABOUR	\$	\$
TOTAL ACTUAL COST:		

1. FAMILY CIRCUMSTANCES

LAST NAME	FIRST NAME AND INITIALS	BAND AND NO.	MARITAL STATUS	AGE
DOE	JOHN F.	137 Sioux	Married	42
HEALTH OF APPLICANT <input checked="" type="checkbox"/> GOOD <input type="checkbox"/> FAIR <input type="checkbox"/> POOR <input type="checkbox"/> OTHER				
(If "other", describe)				

NAMES OF DEPENDENTS	RELATIONSHIP	AGE	NAMES OF DEPENDENTS	RELATIONSHIP	AGE
Mary	Wife	40	Shirley	Daughter	10
Jack	Son	16	Frank	Son	8
Doris	Daughter	14			
Janet	Daughter	12			

2. ESTIMATED COMBINED ANNUAL INCOME OF HEADS OF FAMILY

(a) SALARY OR WAGES	\$1,000
(b) RENTALS, SALES OF FUR OR FISH, FOREST PRODUCTS, FARM PRODUCE, HANDICRAFT AND MISCELLANEOUS	550
(c) PENSIONS OR GRANTS (other than F.A.)	
TOTAL PREDICTED INCOME	\$ 1,550

3. ASSISTANCE REQUESTED

SUBSIDY CATEGORY	02
MATERIAL SUBSIDY, INC. FREIGHT (Est.)	\$ 2,850
SUPERVISORY LABOUR	\$ 560
OTHER: DESCRIBE	\$ 65
Basic electrical wiring	
TOTAL ASSISTANCE REQUESTED	\$ 3,475

4. BUILDING AND SITE DATA

RESERVE NAME AND NUMBER WHERE HOUSE LOCATED OR TO BE CONSTRUCTED (If off reserve, give full particulars).

Green Lake I.R. No. 58

WHO OWNS LAND, SIZE OF LOT AND SHORT LEGAL OR "METES AND BOUNDS" DESCRIPTION

Band owned, Quarter Section, S.W. $\frac{1}{4}$, Sec. 8, T. 12, R. 10, W. 4.M.

PLAN NO. (or other details) OF HOUSE PLAN TO BE USED	OUTSIDE DIMENSIONS	NO. OF ROOMS	BASEMENT	TYPE OF HEATING
Subsidy Plan #10	24 x 24	5	No	Wood
TYPE OF WATER SUPPLY (or arrangements)	TYPE OF SANITATION FACILITIES EXISTING OR PLANNED			
Drilled well adjacent to house	Outside toilet at present; inside plumbing is planned for 1965			
IS ELECTRICITY AVAILABLE? <u>Yes</u>	WILL HOUSE BE WIRED?	MILES DISTANT FROM:		
IF NOT, MILES DISTANT?	<input checked="" type="checkbox"/> YES <input type="checkbox"/> NO	SCHOOL <u>2/3</u> CHURCH <u>2/3</u> STORE <u>1</u>		
CAN THE HOUSE NOW OCCUPIED BE REPAIRED OR USED? (If not, what arrangements have been made for demolition?)				
Present house is beyond repair; will be demolished by owner and site cleared				
WHAT ASSISTANCE HAS APPLICANT PREVIOUSLY RECEIVED IN WELFARE HOUSING?				
YEAR	LABOUR	MATERIAL	YEAR	LABOUR

5. ESTIMATED CONTRIBUTIONS

	APPLICANT	BAND LOAN	BAND GRANT	V.L.A.	OTHER	WELFARE	TOTAL
CASH	50						50
LABOUR	840					560	1400
MATERIAL (Inc. freight)	30					2850	2880
OTHER						65	65
TOTAL EST. COST	920					3475	\$ 4395

I CERTIFY THAT INFORMATION GIVEN HEREIN REGARDING MY CIRCUMSTANCES IS CORRECT. I AGREE TO CONTRIBUTE CASH, LABOUR AND MATERIALS AS NOTED UNDER ITEM 5. I AGREE THAT I SHALL NOT OCCUPY THIS HOUSE UNTIL IT IS COMPLETED TO THE SATISFACTION OF THE BAND COUNCIL AND SUPERINTENDENT. SHOULD I FAIL TO FULFIL MY LABOUR OR OTHER OBLIGATIONS AFTER WRITTEN NOTICE TO DO SO MY EQUITY IN THE HOUSE MAY BE TRANSFERRED TO ANOTHER MEMBER OF THE BAND AND I WILL HAVE NO CLAIM WHATSOEVER AGAINST HER MAJESTY OR THE BAND COUNCIL.

DATE	APPLICANT
7. RECOMMENDED AND CERTIFIED THAT APPLICANT'S CASH CONTRIBUTION HAS BEEN FORWARDED TO OTTAWA BY RECEIVER	8. RECOMMENDED AND CERTIFIED THAT FUNDS ARE AVAILABLE
GENERAL RETURN NO. <u>15</u> OATE <u>4. 2. 64</u>	
DATE	DATE
SUPERINTENDENT	REGIONAL SUPERVISOR OR INDIAN COMMISSIONER

9. APPROVED:

WELFARE DIVISION

AIMS AND OBJECTIVES

The aim of the Welfare Division is to assist Indians and Indian communities to achieve and maintain a standard of living comparable to that of non-Indians in similar socio-economic conditions.

OPERATIONS

The Indian Affairs Branch promotes the extension of all existing welfare services and social benefits to Indian individuals and communities wherever possible through cost-sharing arrangements with provincial, municipal and private organizations.

Local welfare resources are not always available to meet the welfare needs of Indian communities. In these cases the Branch finances and administers a social welfare program for the Indians. It covers public assistance (food, clothing, fuel, household equipment for indigents); protection and maintenance services for children; care of the aged; rehabilitation programs for physically and socially handicapped persons and a variety of programs designed to develop Indian leadership and promote the improvement of Indian communities.

The following table shows the total expenditures of the Division, by Province, for the year 1962-63:

Total Welfare Expenditures -- 1962-63

<u>Province</u>	<u>\$</u>
Prince Edward Island	15,889
Nova Scotia	340,922
New Brunswick	320,222
Quebec	1,026,676
Ontario	1,510,348
Manitoba	1,609,663
Saskatchewan	2,182,409
Alberta	761,993
British Columbia	1,694,801
Yukon	196,691
Northwest Territories	186,011
Total.....	\$9,845,625

Appendices A, B, C and D on pages 74 to 75, show a breakdown by program areas, for each province, for the past four years.

ORGANIZATION

The staff of the Division number twenty-six, of whom thirteen persons are at headquarters. The remaining thirteen represent the social work positions which are attached to Regional Headquarters.

The work of the Division is actually carried out at three levels. The headquarters staff is the coordinating body responsible for implementing policy, developing programs and financial administration. The staff at Regional Headquarters act in a liaison capacity with provincial and other agencies extending welfare services to Indians and advise both the Regional Supervisor and the field staff on the operation of Branch welfare programs. The third working level is the Agency field staff. A substantial portion of the work of the Division, particularly the administration of the public assistance program, falls on the staff of the various Agencies.

To facilitate description, the Welfare Division program may be divided into the following areas: public assistance; child care; adult care; rehabilitation, community services, and community development.

PUBLIC ASSISTANCE

(a) Practice - The Branch provides indigent Indians and certain categories of non-Indians resident on reserves with necessary food, fuel, clothing and essential household equipment. Provision and repair or replacement of prosthetic devices, repatriation of stranded Indians and burial of indigents is also undertaken as required. Indian bands with sufficient trust funds assume public assistance costs for their band members.

Food assistance is provided by cheque or dollar value order, as dictated by the circumstances and location of the recipient.

Maximum Monthly Food Scale

	<u>Standard</u>	<u>Supplementary Category</u>			
		<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Single Adult	\$22	\$25	28	33	38
Each additional adult or child over 12 years of age	15	17	19	22	26
Each child 12 years of age or under	12	15	16	18	21

The four categories of supplementary assistance are based on local costs in isolated areas. A means test is applied to determine eligibility for assistance, thus ensuring uniform assessment and need. An applicant's net food allowance is computed by deducting from the maximum amount allowable the value of country food, farm and garden produce and cash income in excess of one-third of the maximum amount allowable. The scale of food assistance is intended to meet basic requirements.

By comparison with provincial rates, the Branch scale is higher in a few cases but lower in others. The fact that the Branch rate is lower in certain provinces has resulted in criticism. However, it is not always understood that in setting its rates the Branch has to take into account special circumstances on reserves which do not apply to non-Indian communities. For example, most Indians on reserves pay no property taxes and receive educational assistance without cost. Many also receive free medical and hospital benefits and have been provided with homes financed largely by the Department or bands. Also provincial rates are generally all-inclusive, that is provide for food, clothing, lodging, household sundries, etc. The Indian Affairs Branch rate is not all-inclusive.

It is desirable that the Branch rates compare as closely as possible with provincial rates. A food cost survey was carried out during the past year and the adequacy of the present scale is being studied with a view to making appropriate changes.

(b) Objective - The Branch is committed to the principle that it would be desirable to have public assistance to Indians supplied at the provincial rate through provincial or local agencies. There are good reasons to expect that this objective can be attained. A favourable climate regarding Indian affairs developed during the Federal-Provincial Conference held in November, 1963 and as a result the Branch will shortly present to the Province, proposals in the welfare field. It is believed that these will provide a basis for productive discussions at the 1964 Federal-Provincial Conference on Indian Affairs.

Some progress has already been achieved. In the Province of Ontario the Provincial General Welfare Assistance Act recognizes Indian reserves as municipalities for purposes of the Act. Through arrangements made with the Province, thirty-four Indian bands have met the requirements of the Act and administer assistance to their members in the same manner as do municipalities. This includes the appointment of their own welfare administrators, the financing of the assistance, the application to the Province for reimbursement of up to 80% of expenditures, the keeping of adequate records and maintaining effective liaison with provincial officials regarding the operation of their assistance programs. Participation by the Federal Government has been confined to supplementing the funds of bands with limited financial resources as required, to enable

them to meet 20% of the total cost of the assistance -- the municipal share for which the band is responsible. In all other aspects of this program bands operate independently and under the guidance of provincial authorities.

(c) Assistance to Non-Indians - Despite the fact that Indian reserves were set aside for Indians, many have some non-Indians living on them. Generally, these are persons of Indian ancestry who are living with relatives for want of any other place to live. In most cases they do not have access to provincial or municipal assistance. In recent years, the Branch has provided welfare and educational assistance to them where, in the opinion of the Branch, such assistance is justified.

In three provinces the Branch has special arrangements regarding non-Indians living on reserves. In Manitoba they are granted assistance in the same manner as Indians and accounts are submitted to the provincial authorities for payment. Under an arrangement with the Province of British Columbia, the Province reimburses the Branch for assistance given to non-Indians on reserves. Conversely, the Branch reimburses the Province for assistance given to Indians living off reserves but whose residence has not been sufficiently long to qualify them for provincial aid. In Alberta a reciprocal arrangement exists; the Branch provides assistance to non-Indians on reserves and the Province gives assistance to Indians living off reserves.

CHILD CARE

(a) Policy - The Branch endeavours to ensure that the welfare of neglected dependent and delinquent Indian children is protected through the enforcement of provincial legislation and the provision of related services by provincial welfare departments and accredited child-caring agencies.

Agreements negotiated with Provincial Child Welfare Departments or Children's Aid Societies provide for payments to cover both administrative costs and the per diem rate for maintaining Indian children who are placed in the care of such agencies. Some provinces provide services on a voluntary basis and through informal arrangements the Indian Affairs Branch pays the costs of maintenance of children placed in foster homes or institutions. Where local services are not available to Indian children, the Branch may with the consent of parents or guardians arrange for care of neglected children in foster homes or institutions.

(b) Objective - The long-term objective of the Branch is to secure the extension of provincial child welfare services for protection of Indian children living on reserves. Considerable progress has been achieved.

In the Provinces of British Columbia, Alberta, Quebec and Prince Edward Island child welfare services are available for Indian children on the same basis as for non-Indians with the per diem rate for children in care being paid by the Branch.

In Saskatchewan, child welfare services are extended to Indian reserves for seriously neglected Indian children on referral to the Provincial Department of Child Welfare by the Branch field staff.

An agreement with the Manitoba Department of Health and Public Welfare provides for the services of the Children's Aid Society of Western Manitoba to be extended to Indian reserves within the Brandon area. The Society is paid maintenance costs for children taken in care and receives an annual contribution towards administrative costs.

In Ontario, agreements with the Province and twenty-five individual Children's Aid Societies provide services to reserves throughout the province. The Societies are reimbursed by the Branch for administrative costs in connection with protection services on a basis of time units devoted to work on Indian reserves or on a per capita basis. Prevailing per diem rates are paid for the maintenance of children in care.

In New Brunswick, limited child welfare services are provided on reserves by Children's Aid Societies on referral by Branch field staff.

An agreement with the Province of Nova Scotia provides for the extension of child welfare services to reserves throughout the Province, with the Branch making an annual payment for administrative services and paying for maintenance of children in care.

In the District of Mackenzie the Department of Northern Affairs and National Resources extends its child welfare services to include Indian children. The Territorial Government provides similar services for Indians in the Yukon.

In the provinces of British Columbia, Manitoba, Quebec and Prince Edward Island, Indian juvenile delinquents are maintained in correctional institutions without charge to the Branch. In Ontario the Branch pays the municipal share of the prevailing rate for Indian juvenile offenders in correctional institutions and in Nova Scotia, New Brunswick, Saskatchewan and Alberta the Branch pays the full cost.

ADULT CARE

Indians 65 years of age and over are eligible for Old Age Assistance on the same basis as other provincial residents; all adult Indians qualify for Old Age Security. The Indian Affairs Branch under special circumstances supplements these allowances for elderly Indians by providing boarding home or institutional care when required.

In so far as possible, living accommodation for aged adults is arranged on reserves in order that they may be among relatives and friends in familiar surroundings. The resources offered by provincial and private institutions are used to ensure adequate care for elderly, senile, or bed-ridden Indians who cannot be given adequate care in private homes. Costs of boarding home or institutional care beyond that which can be met with Old Age Assistance or Old Age Security are assumed by the Branch.

REHABILITATION SERVICES

It is the policy of the Branch to obtain services on behalf of physically and socially handicapped Indians through agreements with government and voluntary agencies which operate rehabilitation programs.

In British Columbia, Ontario, Quebec and the Maritimes the benefits and services of the provincial rehabilitation programs are extended to handicapped Indians on the same basis as to non-Indians.

In Manitoba the Province assumes part of the cost incurred in the enrollment of handicapped Indians in vocational training courses. In this Province also under an agreement between the Indian Affairs Branch and the Manitoba Sanatorium Board, the Branch assumes financial responsibility for maintenance, tuition, clothing, personal allowance and transportation costs on behalf of Indians being provided with orientation training towards urban living and working conditions. The Branch also makes an annual payment towards the administrative costs of the Board.

In Saskatchewan an agreement with the Saskatchewan Council for Crippled Children and Adults provides for rehabilitation assistance to handicapped Indians. The Branch pays the expenses of each Indian trainee and makes an annual payment towards administrative costs.

Through an agreement between the Branch and the Alberta Tuberculosis Association, rehabilitation services may be provided to a limited number of Indian trainees each year. The Branch pays the training costs on behalf of each Indian and contributes towards administrative costs.

COMMUNITY SERVICES

Leadership Training

Indian Affairs Branch sponsored leadership training programs began on an experimental basis in 1954. The enthusiastic response of Indian leaders combined with an increasing demand for responsible leadership in band councils, voluntary organizations such as Homemakers' Clubs and committees concerned with health and welfare projects has resulted

in a continuation and expansion of the initial program in all provinces. The development of potential leadership is promoted through Branch supported courses organized specifically for Indian trainees and Indian participation in training programs developed in non-Indian communities.

Training is generally provided through in-residence courses, usually of one week's duration, organized and operated jointly by the Branch and specialist agencies. In Ontario, New Brunswick and Nova Scotia the provincial Departments of Education have provided this specialist service. In British Columbia, Quebec, Alberta, Nova Scotia and in Southern Ontario, university extension departments have been most helpful. In other locations specialist assistance has been provided by the Citizenship Liaison Officers of the Citizenship Branch.

During 1963-64 training courses for potential leaders, workshops and short courses related to community (reserve) needs have been sponsored jointly by the Indian Affairs Branch, provincial departments of education and extension departments of universities. Sixteen courses were held as follows: Quebec (1), Southern Ontario (3), Northern Ontario (3), Manitoba (1), Saskatchewan (1), Alberta (5) and British Columbia (2). Major participating organizations were:

Quebec	- Laval University and Macdonald College
Ontario	- Community Programmes Branch, Department of Education, and University of Western Ontario
Manitoba	- Community Welfare Planning Council of Greater Winnipeg
Saskatchewan	- University of Saskatchewan
Alberta	- University of Alberta
B. C.	- University of British Columbia
Ottawa	- Citizenship Branch, Department of Citizenship and Immigration - Indian and Northern Health Services, Department of National Health & Welfare

Plans for 1964-65 tentatively call for twenty-two courses to be held as follows:

Quebec	2
Southern Ontario	4
Northern Ontario	2
Saskatchewan	2
Alberta	1
District of Mackenzie	1
British Columbia	10

Homemakers' Clubs

The Indian Affairs Branch encourages the establishment of Homemakers' Clubs, voluntary organizations of Indian women with a program similar to Women's Institutes.

The purpose of Homemakers' Clubs is "to improve living conditions in Indian communities by cooperating in all projects which have as their objective a better way of life". The constitution of Indian Homemakers' Clubs indicates that the Clubs' objectives generally are:

- (a) to assist Indian women to acquire sound and improved practices for greater home efficiency;
- (b) to help the aged and less fortunate and improve living conditions on the reserve;
- (c) to discover, stimulate, and train leadership;
- (d) to sponsor and actively assist in all worthwhile projects for the betterment of the community;
- (e) to develop better, happier, and more useful citizens.

There are 139 active Homemakers' Clubs located as follows:

<u>Location</u>	<u>No.</u>
Nova Scotia	5
New Brunswick	2
Quebec	9
Southern Ontario	11
Northern Ontario	23
Manitoba	20
Saskatchewan	15
Alberta	13
B.C. and Yukon	41

Conventions are held from time to time on a regional basis with departmental assistance. During 1962-63 the Homemakers' Clubs in Southern Ontario held a convention at the Kettle Point Reserve near Sarnia, while the Northern Ontario clubs met in convention at the Lake Helen Reserve in the Nipigon area. Some of the British Columbia clubs met in convention at Kamloops in April, 1964.

Homemakers' Clubs have been instrumental in many significant ways in improving living conditions in Indian communities.

Student Volunteer Program

A Student Volunteer Program is presently being conducted jointly by the Indian Affairs Branch and the Indian-Eskimo Association of Canada. Ten students are being selected by the Association to provide volunteer service on a number of reserves in Ontario to help the Indians organize recreational and social activities during the summer months. The students' expenses will be reimbursed under a contract arrangement between the Indian Affairs Branch and the Indian-Eskimo Association.

To ensure that they are well prepared for the summer's task, a one week's intensive course is being arranged and conducted by the Community Programmes Branch of the Ontario Provincial Department of Education. In addition, professional Recreation Directors from nearby non-Indian municipalities have indicated that they will not only help the students and the Indians in the organization of recreational and social activities during the summer, but will also give follow-up help to the Indian committees that may be formed as a result of the summer's efforts.

COMMUNITY DEVELOPMENT

In recent years Indian Superintendents have increased their efforts to encourage and assist bands to develop self-help projects. Varying degrees of success were achieved, but from their experience and that gained in several pilot projects the Branch has concluded that progress towards its basic objectives for the Indian people can be accelerated through emphasis on community development -- that process of social action in which people of a community organize, find their needs, plan to meet them and execute their plans with a maximum of reliance on their own community resources.

One of the pilot projects may be mentioned as an example of what the Branch hopes can be achieved in other Indian communities by persons trained to undertake community development work.

Two years ago the Indians on the Fort Alexander Reserve in the Province of Manitoba were living in very depressed circumstances economically and socially. The Branch placed a trained community development officer at this point and his presence and professional skills provided the catalyst which enabled the Indians to organize a cooperative and enter into pulp cutting operation which has not only been financially successful in its two years of operation, but has done a great deal to improve morale on the reserve.

While the Branch intends to promote community development work on Indian reserves, it does not propose to do so entirely with its own resources. It hopes to use provincial or other community development resources as has been done in the Province of Manitoba which pioneered a community development program designed to improve the economic and social conditions of Indian and Metis communities in that Province. Through an agreement with the Province the Branch contributes annually to the cost of the program and participates in the planning of projects and the assessment of operations.

The Branch is developing proposals on community development which it intends to submit to the Provinces shortly, as a basis for subsequent discussions.

APPENDIX A

Welfare Expenditures on Food, Fuel, Clothing and Other Supplies for Indians

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>
	\$	\$	\$	\$
Prince Edward Island	15,987	14,354	12,724	10,567
Nova Scotia	244,351	346,368	304,195	285,841
New Brunswick	185,908	233,785	251,468	287,803
Quebec *	778,590	864,665	873,752	959,210
Ontario *	798,816	901,994	956,449	972,764
Manitoba	872,833	1,080,643	1,386,133	1,476,358
Saskatchewan	1,262,949	1,342,011	1,854,117	2,055,539
Alberta	294,625	497,369	683,083	687,885
British Columbia	957,278	1,189,440	1,259,966	1,194,192
Yukon	71,942	117,500	113,508	154,004
Northwest Territories	<u>143,687</u>	<u>156,152</u>	<u>162,475</u>	<u>161,653</u>
Total.....	\$5,626,966	6,744,281	7,857,870	8,245,816

APPENDIX B

Welfare Expenditures on Care of Indigent Indians, including Maintenance of Juvenile Delinquents

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>
	\$	\$	\$	\$
Prince Edward Island	5,268	5,510	5,203	5,322
Nova Scotia	31,874	29,211	35,512	55,081
New Brunswick	22,830	26,253	27,241	32,419
Quebec *	28,300	37,920	45,753	64,958
Ontario *	349,366	331,477	438,706	530,315
Manitoba	39,108	49,470	64,226	83,246
Saskatchewan	37,389	59,766	105,216	119,923
Alberta	28,356	42,055	60,768	72,732
British Columbia	202,840	280,437	399,815	487,847
Yukon	13,282	19,016	28,692	42,687
Northwest Territories	<u>13,905</u>	<u>15,247</u>	<u>18,807</u>	<u>23,740</u>
Total.....	\$772,518	896,362	1,229,939	1,518,270

APPENDIX C

Welfare Expenditures on
Rehabilitation of Physically and Socially Handicapped Indians

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>
Prince Edward Island	\$ -	-	-	-
Nova Scotia	-	-	-	-
New Brunswick	-	75	-	-
Quebec *	-	151	94	19
Ontario *	2,563	2,260	2,656	955
Manitoba	38,625	39,194	48,530	50,003
Saskatchewan	10,989	3,655	3,194	2,728
Alberta	26,565	20,564	2,302	43
British Columbia	332	661	27	75
Yukon	-	-	3	-
Northwest Territories	-	405	-	-
Total.....	\$79,074	66,965	56,806	53,823

APPENDIX D

Welfare Expenditures on
Professional and Special Services,
Conferences, Leadership Training Courses and Seminars

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>
Prince Edward Island	\$ -	-	-	-
Nova Scotia	1,145	876	89	-
New Brunswick	8	-	8	-
Quebec *	962	2,150	1,091	2,489
Ontario *	2,274	3,701	4,728	6,314
Manitoba	2,531	2,600	1,785	56
Saskatchewan	63	-	96	4,219
Alberta	184	87	750	1,333
British Columbia	292	166	5,870	12,687
Yukon	-	-	-	-
Northwest Territories	205	-	10	618
Total.....	\$7,664	9,580	14,427	27,716

* Quebec: Excludes approximately two-thirds of the St. Regis Band, Rupert House, Eastmain, Old Factory, Fort George, Great Whale River, and Nemaska Bands, located in the Province of Quebec; includes Abitibi Ontario Band located in Ontario.

* Ontario: Includes approximately two-thirds of the St. Regis Band, Rupert House, Eastmain, Old Factory, Fort George, Great Whale River and Nemaska Bands, located in the Province of Quebec; excludes Abitibi Ontario Band; excludes bands administering relief under G.W.A.A. of Ontario.

ECONOMIC DEVELOPMENT DIVISION

The Economic Development Division deals with all matters concerning the economic progress and employment of Indians. The Division was established in February, 1960 to combine programs relating to the development of agriculture, wildlife, fisheries and handicrafts (previously operated by the Welfare Division) with the newly established Employment Placement Service and the Revolving Loan Program. In 1962 components of the Reserves and Trusts Division dealing with Indian lands and the management of trust funds were added so that all of the facilities available to promote the economic advancement of Indians are now assembled into one cohesive unit.

AIMS AND OBJECTIVES

The programs developed by the Division have a twofold purpose. The first is to encourage individual Indians and communities to provide their basic economic needs at a level comparable to that of other Canadians in similar locations and circumstances. The second, and most important since it is directed toward human development, is to encourage individual and group participation in the Canadian social and economic environment by providing assistance in securing employment off reserves and guidance in making the transition to urban living.

The basic objective is to help Indians develop and put to the best possible use the resources both on and off reserves which are, or can be, made available to them. The dominant theme of the work of the Division is that programs and projects require participation by the Indians themselves, both in planning and execution. Programs are essentially of a self-help nature, with financial assistance on a repayable basis insofar as is possible.

ORGANIZATION

The present establishment of the Division provides for a total of 27 officers and 25 supporting staff at Headquarters, 46 specialists assigned to various Regional, District or Agency Offices and 15 seasonal project supervisors. All of these are paid from appropriations, but a number of other employees such as Indian fish station attendants, tallymen and census takers are paid from the proceeds of sales.

The work of the Division is divided into two broad fields --- Administration, and Operations and Development. Administration includes the sections responsible for financial matters such as Appropriations, Revolving Loan Fund, Band Funds, and those dealing with the administration and legal work of the Indian lands such as Land Registry, Leases and Sales. Operations and Development includes the sections charged with program and project development of natural resources such as the Mineral Resources, Forestry, Agriculture and Industrial Development, Wildlife and Fisheries and Employment Placement.

FINANCE

General - Section 88 of the Indian Act, which protects from seizure the real and personal property of Indians situated on a reserve, has the effect of restricting access to ordinary short-term financing for such necessities as seed, fertilizer and harvest supplies, and to long-term loans for land improvement, construction and repairs to buildings and the purchase of machinery. Because of their inability to pledge property on a reserve as security, Indians cannot qualify for assistance under the Farm Credit Act, the Farm Improvements Land Act, from the Industrial Development Bank and from most other sources of business financing. Exceptions to the general rule are those Indians who have established a personal line of credit and those who have been able to acquire items such as household furnishings, appliances, trucks and cars, where the right of possession remains wholly or in part with the vendor. Indians can also qualify for loans under the Fisheries Improvement Loans Act of 1955, but only to the extent of loans for the acquisition and repair of fishing vessels.

In view of the limiting provisions of the Indian Act, the main sources of funds available to Indians or bands for development purposes are band funds, the revolving loan fund established by Section 69 of the Indian Act and the funds appropriated annually by Parliament for expenditure by the Branch on behalf of Indians. The Winter Works Incentive Program also provides a source of development funds.

(a) Band Funds - The following table shows the breakdown to Capital and Revenue Accounts of Indian moneys held in trust in the Consolidated Revenue Fund. This is on behalf of 512 bands with individual band accounts ranging from a few hundred dollars to almost 1,500,000 dollars.

Summary Receipts and Disbursements

	Balance <u>April 1, 1962</u>	<u>Receipts</u>	<u>Disbursements</u>	Balance <u>March 31, 1963</u>
Capital	\$23,792,407	2,888,351	2,703,703	23,977,055
Revenue	<u>3,269,254</u>	<u>4,181,059</u>	<u>4,127,496</u>	<u>3,322,817</u>
	\$27,061,661	7,069,410	6,831,199	27,299,872

Indian Band Funds

Statement of Receipts and Disbursements for Year Ended March 31, 1963

Capital Account

	<u>Receipts</u>	<u>Disbursements</u>
Agriculture	\$ 35,252	\$ 61,230
Operation of Band Property	12,323	476,570
Cash Payments and Entitlements		
Cash Distribution		514,273
Enfranchisements		83,428
Shares of Transferred Indians	32,726	51,586
Reserve Management		27,999
Social Activities		14,626
Band Loans	40,471	23,255
Housing	116,491	896,808
Wells		93,240
Roads and Bridges	41,213	334,873
Land	103,296	12,077
Gravel Dues	87,666	
Lumber and Wood Sales	1,909	
Oil Royalties	1,371,468	
Oil Bonus	209,411	
Timber Dues	635,422	
Miscellaneous	200,703	113,738
	<u>2,888,351</u>	<u>2,703,703</u>

Revenue Account

Agriculture	147,704	593,587
Operation of Band Property	56,890	384,900
Cash Payments and Entitlements		
Cash Distribution		630,807
Commutations		5,142
Enfranchisements		11,398
Pensions		30,897
Shares of Transferred Indians	4,272	7,744
Annuities		44,230
Education		43,887
Medical		50,064
Relief	13,443	516,743
Reserve Management		332,665
Salaries		238,868
Social Activities		68,354
Government Interest	1,316,536	
Housing	42,449	578,686
Wells		56,374
Roads and Bridges	76,863	254,134
Rentals, Oil	576,486	
Other Rentals	1,396,307	
Interest on Band Loans	9,005	
Land	1,103	9,816
Miscellaneous	540,001	269,200
	<u>4,181,059</u>	<u>4,127,496</u>

Expenditures, which approximate the revenue figures, are made for housing, management of band property which includes some surveys, cash distributions, welfare, roads, bridges and winter works programs in that order. A number of bands operate development projects on their reserves, using band funds as working capital, and during the fiscal year ended March 31, 1963, such operations involved a total expenditure from capital of \$537,800. A further \$937,500 was expended from revenue for development purposes and repayments in the same period were \$301,600.

Individual Indians are also given assistance from band funds. Loans may be made under Section 64(h) of the Indian Act for any purpose which will promote the welfare of the band, or a member and under 64(j) for building purposes. Under Section 64(h) loans must not exceed one half the value of the security. To give some idea of the extent of these loans, \$37,830 was loaned in 1963-64 mainly for economic development purposes and a further \$692,031 made up of loans and non-repayable assistance was expended from capital accounts for housing purposes. A further \$621,400 was expended from revenue accounts of which a portion would be repayable.

It is hoped, in future, to put a much greater proportion of the \$7,000,000 annual accretion to work in the interest of economic advancement through promotion of self-sustaining and revenue producing reserve development projects. There is an almost infinite variety in those areas where, generally speaking, revenues are highest.

(b) Revolving Fund Loans - Section 69 of the Indian Act provides for a fund of \$1,000,000 from which loans may be made to bands, groups of Indians or individuals. The purposes for which moneys may be borrowed are broad and cover such items as: purchase of farm implements, live-stock, motor vehicles, fishing equipment, clearing and breaking of land within reserves, payment of wages, etc. The Section also provides for moneys from the fund being used to carry out cooperative projects on behalf of Indians. The purposes for which moneys may be loaned have been broadened by Order-in-Council to include loans to assist Indians in establishing themselves in gainful occupations and improving their standard of housing accommodation, provided that loans for these latter purposes are limited to \$10,000.

The interest rate on loans is 5% and the terms of loans vary according to circumstances. In all cases the loan must be repayable within twenty years. The total amount of outstanding advances may not at any time exceed \$1,000,000 and the amount actually available for loans remains more or less constant at about \$250,000. Although the Branch has been obliged to write off some loans as uncollectable, this has usually occurred as a result of illness, accident or death or other unforeseen circumstances and the operation of the loan fund has been generally quite successful.

In the past the majority of loans made from this fund have been of a personal nature and involved small sums of money. However, there is a recent trend towards larger loans to cooperatives, groups or bands for projects such as sawmill operations, fish processing plants and tourist enterprises. There has also been an increased demand for loans from the fund to augment cattle herds.

Revolving Loan Fund

Total Loans as at March 31, 1964, By Provinces

<u>Current Accounts</u>			<u>Repaid Loans</u>		<u>T o t a l</u>	
<u>Province</u>	<u>No.</u>	<u>Amount</u>	<u>No.</u>	<u>Amount</u>	<u>No.</u>	<u>Amount</u>
P.E.I.		\$	11	\$ 11,050	11	11,050
Nova Scotia	20	28,815	72	49,519	92	78,335
New Brunswick	24	23,066	44	14,460	68	37,526
Quebec	14	38,398	70	99,289	84	137,687
Ontario	120	234,561	133	200,473	253	435,035
Manitoba	111	189,507	96	95,446	207	284,952
Saskatchewan	223	381,237	340	396,849	563	778,086
Alberta	32	58,174	32	25,059	64	83,232
B.C.	86	179,400	154	199,922	240	379,322
Yukon	1	2,500	3	1,750	4	4,250
N.W.T.	<u>2</u>	<u>5,140</u>	<u>2</u>	<u>656</u>	<u>4</u>	<u>5,796</u>
Total ...	633	1,140,798	957	1,094,473	1,590	2,235,271

Recapitulation

Amount authorized under Section 69 of the Indian Act	\$1,000,000
Current loans, number and amount approved -- 633	1,140,798
Repayments of Principal on Current Loans	383,848
Total Amount Committed	756,950
Available for loans	243,050

(c) Appropriations - In addition to the Revolving Loan Fund provided by statute, funds are made available annually by Parliament to promote the work of the Division. The annual appropriations for the Division have increased from \$1,755,533 in 1961-62 to a proposed \$2,674,900 in 1964-65. Of this latter amount approximately \$252,700 will be used for Administration, and the remaining \$2,422,200 in Operations and Development.

(d) Veterans Land Act Grants - Indian veterans are eligible for grants under the Veterans Land Act. If qualified, they can receive grants not exceeding \$2,320 for any of the following purposes: Building materials and cost of construction; cultivation of land; purchase of livestock, essential machinery and equipment for farming, forestry, fishing, trapping, fur farming; household furnishings and equipment and the acquisition of occupational rights to land within a reserve.

Since the Act came into force, 1,660 Indian veterans have received grants totalling \$3,802,030.

(e) Community Employment Funds - Another major source of financing development projects for Indians generally is a varying sum that is made available annually by Parliament since 1959 for community employment programs.

The fund was first provided during the winter of 1959-60 to provide an alternative to direct relief for bands with high unemployment and insufficient band funds to enable participation in the Municipal Winter Works Incentive Program sponsored by the Federal Government. The amounts made available have increased from \$98,000 in 1959-60 to \$1,000,000 in 1962-63 and during the same period the number of projects increased from 60 to 470. The estimated expenditure for 1964-65 is \$1,200,000.

The available funds are allocated to the various Regions in proportion to the level of Indian unemployment and are administered by the Economic Development Division, although project planning involves other operating Divisions and Regional and Field staff.

(f) Winter Works Incentive Program - A final source of development moneys for bands is provided by the Winter Works Incentive Program. Indian bands are considered as municipalities for the purpose of this program and for approved projects qualify for a return from the Federal Government of 50% of labour costs. While the program is administered by the Department of Labour, the Branch participates in it to the extent of initially approving the band project and recommending it to the Department of Labour for acceptance under the Winter Works Incentive Program.

The program has enabled many of the bands with funds to undertake needed municipal projects such as new or improved roads, water systems, etc., while at the same time providing band members with gainful employment during the period when employment opportunities for Indians are frequently at a minimum.

During 1963-64, 73 band projects were approved for inclusion in the program. The total cost of these projects was \$328,000, with estimated payroll costs of \$228,000. The Federal Government subsidy on labour costs totalled \$116,000. The projects employed 1,297 Indians and provided 22,805 man-days work.

ECONOMIC DEVELOPMENT DIVISION

PROPOSED EXPENDITURES 1964-65
BY PROVINCES

DEVELOPMENT PROJECTS							CAPITAL										
							BUILDING, WORKS, LAND				EQUIPMENT						
1	2	3	4	5			1	2	3		1	2	3	4	5		
MINERALS	FORESTRY	WILDLIFE	INDUSTRIAL	PLACEMENT	TOTAL		ACQ. OF LAND & IMPROVEMENT	FISHERY BLDGS.	PARKS & HANDICRAFT	TOTAL	VEHICLES	FORESTRY	PARK	LIVESTOCK	FISHERY	TOTAL	
\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	
Headquarters	16,820	29,500	24,850	54,600	37,000	162,770	-	-	-	-	-	-	-	-	-	-	
P.C.I.	-	-	-	1,000	2,790	3,790	-	-	-	-	-	-	-	-	-	-	
Nova Scotia	-	-	-	3,050	10,000	13,050	1,500	-	-	1,500	-	-	-	-	-	1,500	
New Brunswick	-	-	-	13,000	8,750	21,750	-	-	4,000	4,000	-	-	-	-	-	4,000	
Quebec	-	-	101,000	17,250	43,540	161,790	6,300	27,000	-	33,300	-	-	-	-	16,750	16,750	
Ontario	-	75,000	213,000	60,400	96,550	444,950	15,100	12,150	20,000	47,250	2,500	11,900	1,000	12,000	30,850	105,500	
Manitoba	-	35,000	124,000	28,700	53,510	241,210	26,120	26,000	-	52,120	1,800	11,450	9,900	28,500	3,800	55,450	
Saskatchewan	-	25,000	129,000	50,700	44,740	249,440	35,000	34,300	-	69,300	5,000	5,000	10,300	85,300	3,000	108,600	
Alberta	7,400	12,000	29,000	19,050	60,510	128,040	9,740	10,190	-	19,930	-	-	700	32,800	-	33,500	
B.C.	-	141,250	24,000	20,600	77,510	263,360	35,700	19,700	-	55,400	-	41,000	9,000	16,500	-	66,500	
Yukon	-	-	22,000	1,500	8,600	32,100	-	-	-	-	-	-	-	-	-	-	
Rein. Dist.	-	2,000	30,000	5,250	6,000	43,250	-	7,000	-	7,000	-	13,150	12,000	-	2,000	27,150	
T o t a l	24,300	319,750	696,850	275,800	449,500	1,766,200	129,460	136,340	24,000	269,800	7,500	82,500	42,900	175,100	58,200	656,000	
1.	Includes oil, gas, metallic and non-metallic.						1.	Includes purchase, breaking, clearing, fencing, irrigation, ditching, drainage.				1.	Automobiles and power toboggans.				
2.	Includes leases, logging, sawmills, fire-fighting, inventory* (*Inventory by Federal Department of Forestry).						2.	Includes refrigeration units, ice houses, fish packing stations, a staff residence, docks, loading platforms.				2.	Chain saws, fire fighting equipment, sleighs, sawmills, one tractor.				
3.	Includes hunting, trapping, domestic and commercial fishing, wild crops.						3.	Includes an extension of handicraft shop and development of tourist sites.				3.	Tractors, balers, mowers, rakes, wagons.				
4.	Includes small business, agriculture, handicraft.											4.	Cattle and bulls (rotating herds).				
5.	Includes relocation, counselling, on-job and in-service training.											5.	Boats, canoes, motors, and other floating equipment.				

RESEARCH AND SURVEYS SECTION

The Research and Surveys Section is concerned with studies and assessments in relation to the general activities of the Division. Development research is necessary to ensure that funds expended provide the maximum benefits, and that the guide lines provided take into account the wide variety of motivations, interests and capabilities of the Indians themselves.

Functions include collection and interpretation of statistics, and other pertinent information; organization and execution of overall economic development studies; special studies; review and analysis of reports, articles and publications relating to programs or to Indian communities, and advising on economic matters arising within the Branch. Examples of projects which are to be undertaken are population analysis and projection; effects of population growth on economic, social and educational needs; assessment of operating programs; ways to interest industries to establish plants on or near reserves.

The Section undertakes projects either at the request of a band council or with their concurrence to determine the kind of resource utilization program that would be most suitable for their needs, and to assess the work opportunities that exist in the vicinity.

A major project undertaken by the Section was a study of the Blood Reserve in Alberta which included field surveys related to soils, range, timber, groundwater, general and superficial geology, assessment of Indian history, attitudes and values, farm and range management and demographic analysis. A report is nearing completion.

A questionnaire type inventory of material and human resources has been undertaken by selected Regions and Indian Agencies, to determine the areas in greatest need of detailed study and economic development.

LANDS SECTION

The Lands Section has responsibility for all matters affecting the title to Indian reserves, the sale and lease of reserve lands, the responsibility for arranging essential legal surveys and the maintenance of the Reserve Lands Register.

The Royal Proclamation issued in 1762 for the guidance of Colonial Governors in British North America enunciated the principles that the territory was reserved to Indians as their hunting lands, that no person could acquire title to these lands save through the Crown as intermediary and that the Crown itself would acquire title even to act as an inter-mediary only at a public meeting of the Indians held for that purpose after they had signified desire or agreement to dispose of their lands.

It is interesting to note that the principles regarding the acquisition of reserve lands by non-Indians are still in effect two hundred years later. They may be found in Sections 37 to 41 of the Indian Act. In their modern wording they require that with one or two exceptions lands in a reserve cannot be leased or sold until a majority of the members of the band for whom the reserve was set apart have assented to the sale or lease proposal at a meeting of the band. The document evidencing the assent of the Indians is known as a surrender and must be made to the Crown and is not valid until it is accepted by the Governor-in-Council.

The effect of a surrender is to free the land in question from the exclusive right of use originally vested in the band by the Crown, thus enabling the Crown to dispose of the land in accordance with the wishes of the Indians.

Sales - In theory, the Crown sells the land once it has been surrendered by the band. In practice, however, the Branch requires persons interested in purchasing land to negotiate with the band and surrenders are usually given by bands only after the details of the purchase price and other conditions of the sale have been agreed to between the prospective purchaser and the band. The position of the Branch is initially one of adviser to the band, although eventually the Branch, through the Minister, must recommend whether the surrender should be accepted.

Few sales today are carried out without adequate appraisals. Generally, land appraisals on reserves are carried out by the Veterans Land Act Administration at a cost of out-of-pocket expenses. However, independent appraisers are usually engaged if the property involved is extremely valuable or the transaction presents some complexity. Section 35 of the Indian Act provides that corporations or authorities having legislative powers to take land without the consent of the owner may acquire Indian reserve lands with the consent of the Governor-in-Council without these lands being surrendered. In practice, however, the public authority seeking land is required to negotiate an agreement with the band before the Governor-in-Council will consent to the taking of the land.

Money derived from the sale of band lands is credited to the capital account of the band, and money derived from sale of individually held land goes to the owner. In the latter case, some bands require that a share of the purchase money for individual holdings be paid into band funds in satisfaction of the common interest in all land in a reserve.

Leases - Indians are encouraged to use reserve lands for productive purposes, but many lack the training, others the inclination, and still others the funds required to meet the high initial cost of clearing, breaking and cultivation of virgin lands. In such cases, lands which would otherwise be idle are leased to persons who will farm or develop them. In addition, previously cultivated lands which have been allowed to revert are restored to use through leasing.

While the Indian Act provides a few exceptions, leases of band land must be based on a surrender for lease assented to by the band in the same manner as surrenders for sale. Conditional leasing surrenders are quite common today with the surrender being given for a specific number of years, following which the land reverts to use by the Indians. While all these documents are prepared by the Branch, the practice is generally to require that the terms be negotiated between the prospective lessee and the band, with the Branch acting in an advisory capacity to the band. Long-term leases have become more common in recent years and in leases of long duration provision is made for periodic review and adjustment of rentals. At the request of an Indian who has a recognized right to property on a reserve, the Minister can lease the property on a reserve on his behalf, without the necessity of a surrender by the band.

There is a great variety of leases in effect, ranging from those of \$10.00 per year for a small cottage lot to many thousands of dollars in urban centres. However, land leased for agricultural or grazing purposes continues to be the major item in terms of acreage involved and total rentals received. An encouraging trend is that Indians are commencing to take over the land for their own use as existing leases expire.

Rents from band lands are paid to the revenue account of the band and are available for general purposes. Rents from individual holdings are paid to the owner subject, on occasion, to a stipulated share for the band. A total of 7,379 leases and permits (other than for gas and oil) were in effect on March 31, 1964, and produced a gross revenue that year of \$1,503,186. This represents an increase during the year of 1,146 leases and in revenue of \$106,879.

Leases and Permits

Rental Receipts 1963-64

<u>Province</u>	<u>Ordinary</u> [*]	<u>Crop Share</u>	<u>Grazing</u> (local)	<u>Miscellaneous</u>	<u>Total</u>
Nova Scotia	\$ 75				75
New Brunswick	1,347	142		24	1,512
Quebec	11,679			700	12,379
Ontario	146,076		1,052	1,091	148,218
Manitoba	29,376	38,123	680	312	68,490
Saskatchewan	34,359	244,484	7,765	1,062	287,671
Alberta	179,505	382,279	41,845	2,054	605,683
B.C.	<u>343,121</u>	<u>116</u>	<u>23,398</u>	<u>12,522</u>	<u>379,157</u>
Total.....	\$ 745,538	665,144	74,740	17,765	\$1,503,186

* Ordinary includes residential, commercial, etc.

Legal Surveys - Indian reserves were set aside for the use of the members of a band in common, generally without internal subdivision. Accurate survey plans and descriptions are essential for leases, sales, estate administration, allocation of land to individuals and for other purposes. A substantial program of reserve surveys has been carried out annually for many years under the direction of the Surveyor General of Canada Lands on the basis of priorities established by the Branch. The cost of the surveys is paid by the Branch or in some cases by bands. In 1963 surveys were carried out on 53 Indian reserves.

As a result of an increasing activity on Indian reserves in recent years, surveys have not kept up to demand and it has been necessary to establish priorities on the following basis: (1) Exterior boundaries -- in cases where a conflict of interest exists or where the line is in dispute; (2) Internal surveys related to potential revenue such as subdivision for land sales, cottage leases, rights of way; (3) Individual land holdings.

Land Registry - Sales of reserve lands have been undertaken by the Crown on behalf of bands since the late eighteenth century and with the exception of some of the earliest records which are in the Public Archives, all other records pertaining to the title to Indian reserves are maintained by the Branch.

Various methods of maintaining these records of land transactions were utilized over the years, resulting in a haphazard system that made it difficult to give reasonably prompt attention to title inquiries from the public concerning old land transactions. About ten years ago steps were taken to introduce a new type of Land Register as a means of providing an accurate and systematic record of the title and all dispositions of Indian lands in the over 2,200 reserves in Canada. The Register includes as separate features a registry of surrendered land sales and a registry of Crown lands used for administrative purposes such as schools, Agency buildings, etc.

The completion of the Reserve Land Register has proved to be a most complex and time-consuming task and it will not be completed for some years to come. Most reserves have a century or more of land transactions and to complete the Register for any reserve requires a review of all related files and old land records. Entries concerning a reserve are recorded chronologically in the Register and may be in the hundreds for reserves from which large tracts of land were surrendered, subdivided and sold.

The Land Register has been completed for only one Province -- Alberta. Work is under way on the titles in six other Provinces, and is well advanced in the Provinces of Manitoba and Saskatchewan.

MINERAL RESOURCES

The Mineral Resources Section is responsible for all matters concerned with the disposal of oil and gas rights on Indian reserves and the disposal of mineral rights, including sand and gravel.

Development of mineral resources requires large amounts of risk capital and a high level of professional and management skills. In consequence, development of these reserve resources has been accomplished through leasing the resources. The Indian Mining Regulations (P.C. 1961-371) provide two methods of disposing of mineral rights. Non-metallic minerals which are considered to be part of the surface such as gravel, limestone, and stripping coal may be leased for development on a tonnage or yardage royalty basis through negotiations with councils or individual Indian occupants. Other minerals which are not part of the surface belong to the band in common and a surrender by the band is required before there can be any disposal of the minerals.

The Indian Oil and Gas Regulations (P.C. 1958-339) make provision for the disposal of oil and gas rights after they have been surrendered by Indian bands. The usual practice following public tender is to grant a permit to explore for oil and gas on a reserve. Substantial revenues accrue to bands through these permits even though no exploitable oil and gas are found. If either is discovered, then the permit must be converted to a lease which cannot cover more than half the area previously held under permit.

Leases provide the right to produce oil and gas for an initial ten-year period, renewable for further like periods and require a rental fee of \$1.00 per acre per year plus royalty on production in accordance with the scales set out in the Regulations.

Summary of Oil and Gas Permits and Leases (as at March 31, 1964)

<u>Region</u>	<u>Permits</u>	<u>Leases</u>	<u>Reserves Affected</u>
Southern Ontario	5	2	3
Northern Ontario	1	-	1
Saskatchewan	-	20	1
Alberta	24	359	45
British Columbia	<u>1</u>	<u>15</u>	<u>10</u>
	31	396	60

Productive Oil and Gas Wells

	<u>Oil Wells</u>	<u>Gas Wells</u>
Pigeon Lake I.R. 138A	50	1
Stony Plain I.R. 135	36	3
Alexander I.R. 13A	-	8
Samson I.R. 137	1	3
Stony I.R. 142B	-	2
Buck Lake I.R. 133C	-	1
Sarcee I.R. 145	-	1
Blackfoot I.R. 146	-	2
Blood I.R. 148A	-	3
Saddle Lake I.R. 125	1	-
Beaver Lake I.R. 131	-	1
White Bear I.R. 70	2	-
Total	<u>90</u>	<u>25</u>

Note: White Bear I.R. located in Saskatchewan, all others are in Alberta. In addition to the above, 20 very small gas wells produce on Six Nations I.R. 40 in Ontario.

Revenue to band funds from oil and gas resources is averaging nearly two million dollars annually. Revenue from other minerals has not been significant, except for the sale of gravel in some localities. A broad evaluation of the mineral potential indicates a very substantial increase in Indian revenue from this source.

Revenue from Oil and Gas

	<u>1959-60</u>	<u>1960-61</u>	<u>1961-62</u>	<u>1962-63</u>	<u>1963-64</u>
Bonuses from sale of rights \$	399,145	183,198	109,809	209,411	557,800
Annual Rentals	719,198	581,575	553,238	576,486	564,656
Royalties from production	898,631	604,491	1,131,008	1,371,468	1,311,783
Total	<u>2,016,974</u>	<u>1,369,264</u>	<u>1,794,055</u>	<u>2,157,365</u>	<u>2,434,239</u>

A Mineral Resources Office is maintained at Calgary to provide liaison with the oil industry and with provincial governments. Field administration of the regulations is carried out from the Calgary Office and continuing evaluations are made on the potential of Indian lands based to some degree on disposal of nearby non-Indian lands and information regarding wells drilled in the general area. From such evaluations and industry requests, public tendering of rights on reserves is planned to provide an optimum return to the Indians.

FORESTRY SECTION

Reserve Forests - Commercially valuable forests are found on a great many Indian reserves in the mid-central areas of most Provinces, especially in Quebec, Ontario and British Columbia. The Section is attempting to place all of these under some form of forest management, with Indians given encouragement and assistance in conducting their own timber operations.

The Federal Department of Forestry have done extensive forest management survey and inventory work on reserves in Ontario, Quebec and the Maritimes, and are now commencing in Manitoba and Saskatchewan. Consultants have been employed extensively in British Columbia and, to a lesser degree, in Alberta and Saskatchewan. Branch staff does pre-cutting cruises for permit operation and, in some cases, where cutting rights are offered for sale.

There are two systems of timber operations on Indian reserves. Most of the timber is now removed under permits issued to Indians who conduct the logging themselves. Where this is not practical, timber licences are sold to non-Indian operators by tender following public advertising. Both systems are governed by the Indian Timber Regulations (P.C. 1954-2025) made under the authority of the Indian Act for the harvesting, sale and disposal of timber.

Permits are issued to Indians without charge for timber or fuelwood required for personal or band use, but dues are charged at prevailing rates on any timber taken by Indians for sale from band lands. The dues may be reduced to one-half when out on individual holdings, and the Director may reduce or waive dues as a measure of relief.

Licences are issued to non-Indian operators for an annual fee of \$10.00. Ground rent is charged at \$10 per square mile -- twenty cents per acre in British Columbia -- and each licensee is required to post a security bond of between 10% and 20% of the estimated dues calculated by adding any bonus offered by the tender to the established stumpage rate. The licensee is required to provide at his expense certified scale returns and to pay fire protection and suppression costs.

Forest Production -- Indian Reserves

By Provinces, 1961-62

<u>Province</u>	<u>Cunits</u>
Nova Scotia	5,830
Prince Edward Island	154
New Brunswick	2,538
Quebec	13,199
Ontario	51,575
Manitoba	8,484
Saskatchewan	15,610
Alberta	22,743
British Columbia	94,327
	<u>214,460</u>

Forest fire suppression on reserves is carried out, generally, by the Province concerned. In certain instances the Branch assumes the cost of suppression based on circumstances rather than any fixed formula. This informal type of arrangement has not proved entirely satisfactory and an attempt is being made to reach formal agreements with the Provinces for forest fire protection and suppression. Canada and Ontario entered into an agreement in 1962 and negotiations are under way for similar agreements with British Columbia and Manitoba. Canada pays to Ontario annually, two cents an acre for each acre of protected reserve land, excluding acreage under lease to non-Indians. If fires originate on such licensed areas, the licensee is responsible for suppression costs.

Operations - Project operations by Indians under the supervision of the Forestry Section are of recent origin but, as has been noted, the volume of timber produced by Indians from reserve lands exceeds that of the non-Indian licensed operations. Latterly, the Forestry Section has assumed responsibility for the small operations which have been established to provide lumber for Indian housing and for use in departmental buildings. Under the program, sawmills -- mostly small portable units -- have been installed in Indian reserves and off reserve communities, many of them in remote areas. These projects provide employment for Indians, but even more important is the training and experience they acquire in the milling process as well as the logging operation.

Location of Sawmills

By Provinces

	<u>Band</u>	<u>Department</u>	<u>Total</u>
Quebec	1	3	4
Ontario	4	12	16
Manitoba	-	11	11
Saskatchewan	-	7	7
Alberta	3	3	6
British Columbia	9	2	11
Yukon	-	1	1
Dist. of Mackenzie	-	5	5
	<u>17</u>	<u>44</u>	<u>61</u>

As Indians gain experience they can be expected to undertake the development of logging projects on provincial lands adjacent to their reserves where cutting rights can be provided by the Province or limit holders. There are many possibilities for this type of development, particularly where it is feasible to combine the forest operation with a practical training school in which Indians can be trained in modern machine methods of logging and the basic principles of forest management. Knowledge of these methods and principles is essential to the further development of reserve forests by Indian bands and to enable Indians to take their place in the general industry as fully trained loggers.

Some progress has been made recently along these lines. Off reserve commercial projects have been started in Alberta (Wabasca), in Saskatchewan (Pelly), in British Columbia (Williams Lake) utilizing Provincial Crown lands, and companies have set aside areas within their limits for Indian projects in Ontario. Provincial timber has been provided for housing projects in Ontario, Quebec and Manitoba. Expansion of this type of program will be stressed since the forest resources of Indian reserves are insufficient to provide for the rapidly expanding population.

A phase of forestry in which Indians excel is forest fire fighting and it is worthy to note that in Ontario, through assistance under the Canada-Ontario Renewable Resources Development Agreement, instruction, training and equipment have been provided. In one region, trained crews are being paid a small stand-by wage while they are engaged in fishing or other resource harvesting activities so they will be immediately available for fire fighting duties.

AGRICULTURAL AND INDUSTRIAL DEVELOPMENT SECTION

The responsibilities of this Section include (a) the administration of Branch programs directed to developing agriculture in rural areas, and (b) developing plans to promote the establishment of industrial enterprises on reserves located in or near urban centres.

Agriculture - The objective of the Branch agricultural programs is to encourage and assist Indians to develop the potential of their reserves. Financial assistance is provided, along with managerial advice, much of which is obtained from federal and provincial technical sources.

Where suitable land is available (including lands brought under cultivation by lessees), Indians are assisted with breaking, fencing and drainage. Additional assistance is provided on a repayable basis to put the land into crop and meet harvest expenses. The total acreage under cultivation by Indians amounts to some 225,000 acres.

Land Use on Indian Reserves
(Excluding Yukon and N.W.T.)

<u>Improved Land:</u>		<u>Acres</u>
Farmed by individual Indians		224,656
Band Farms		3,376
Leased to non-Indians		<u>330,710</u>
		558,742

<u>Unimproved Land:</u>		
Leased to non-Indians		189,625
Other		<u>5,146,066</u>
		5,335,691

* Improved Land includes cropland, tame hay and newly broken land, and excludes natural prairie.

** Unimproved land includes woodland (approximately 3,000,000 acres), natural prairie, water and swamp, roads, villages, etc.

Although a good number of Indians have made a success of farming, many do not have the background knowledge and experience to enable them to undertake the cultivation of grain crops. These individuals are being encouraged to concentrate on livestock raising. Assistance is provided under a rotating herd plan, whereby a basic herd is provided on a loan basis for a period of two or three years, during which the recipient keeps the progeny and passes on the herd to another Indian at the end of the term. Individuals who show aptitude under the rotating herd system are given additional help to increase their herds through the revolving loan fund or band loans which are sometimes augmented by conditional grants. Livestock owned outright by Indians amount to over 30,000 head of cattle and 3,500 other stock, mainly hogs and sheep. The title to the 2,000 head in the rotating herds remains vested in the Department.

Rotating Herds
(By Provinces)

<u>Region</u>	<u>No. of Herds</u>	<u>No. of Cattle</u>
Quebec	1	10
Ontario	4	39
Manitoba	32	489
Saskatchewan	60	634
Alberta	50	535
British Columbia	<u>13</u>	<u>204</u>
Totals	160	1,911

Increasing Indian interest in agriculture as a means of livelihood is being stimulated by organization of agricultural committees on reserves and by holding regional conferences where Indians can exchange ideas and experiences. The eligibility of Indians to share in the benefits which are provided for other farmers under a number of Federal Acts has been established, and educational training related to modern techniques of farm management is available to them. A start has been made on providing increased technical advice and supervision, through extension of provincial and federal agricultural services to Indian reserves, but this program requires expansion to keep pace with the increasing Indian interest and capability.

Industrial - The strategic location of many Indian reserves in relation to heavily industrialized areas, transportation facilities and markets indicates a tremendous potential for the development of business enterprises. Others, selected originally for their hunting and fishing possibilities, are amongst the most promising sites for the establishment of tourist lodges and other facilities. In addition to the physical assets, these reserves have available a labour force located at its ancestral home.

These potentials have barely been tapped. Such developments as have taken place were undertaken mostly by non-Indians. They provided some wage employment for Indians and revenue to band funds, but did little towards achieving the objective of bands or Indians assuming the role of entrepreneur.

The next few years should bring about a substantial change on many reserves as various Branch programs now in the development stage come into operation. Foremost among these is the plan to stress community development work on reserves. The Indians have shown marked willingness to work together on group or band projects and are being encouraged to join existing cooperatives or to establish their own.

There are only seven formally organized Indian cooperatives at the present time but this number is expected to increase substantially as the Indians develop managerial and accounting skills and are encouraged to take advantage of business opportunities on their reserves through the assistance and guidance of community development workers and our field staff. The Revolving Fund Loan provides a source for financing Indian enterprises.

HANDICRAFTS

The policy of the Branch is to encourage Indians to take full advantage of the economic and cultural benefits to be obtained from the production, marketing and exhibition of their arts and crafts.

The production of handmade articles, both useful and ornamental, has a long history in Indian culture and many of these, such as the argillite carvings from British Columbia, may be classed as true art. Indians are now being encouraged to produce many such articles for sale. Products range from fine arts in painting and sculpture, to crafts of jewellery, basketry, embroidered clothing, leather work, toys, wood and silk-screened products and souvenir items. The major part of the production consists of novelty items in which there is a wide variety of quality. A major item in the Maritimes is the potato basket, while in Southern Ontario and Quebec ornamental baskets from wood strips or sweet grass, and birch bark containers, are produced in quantity.

The annual value of Indian handicrafts is in excess of \$950,000, of which about 1/3 is for personal use and the remainder for sale. Production of handicraft work is increasing steadily.

The Branch encourages production in various ways. Loans are available to Indian producers for the purchase of equipment and for working capital. Raw materials may be provided by the Branch and funds advanced to pay for goods to be produced prior to the tourist season. Indians have been advanced funds to cover the cost of taking special training in arts and crafts and business subjects.

A shared-cost project with the Department of Northern Affairs recently resulted in the establishment of an Indian-Eskimo Handicraft Producers Cooperative at Great Whale River. The Branch has participated also in the establishment of arts and crafts producers cooperatives in Quebec, Saskatchewan, the Mackenzie District and the Yukon.

Most of the handicrafts production is marketed by the Indians locally, direct to consumers or to retail dealers. However, a central marketing facility has been established by the Branch at Ottawa to handle surplus production and distribute products to retailers in Canada. In Ontario, the principal marketing area, a sales agent visits retailers and promotes sales on a continuing basis. Information is provided to Indian producers and interested retailers on outlets for arts and crafts and source of supply. The Branch also provides an advisory service to Indians who wish to send products to Ottawa for assessment on quality, price evaluation, product improvement and market potential.

The principal market-oriented promotion carried out by the Branch is at the Toronto Gift Show where more than 3,000 buyers from Canada attend. A large selection of Indian crafts is displayed and Branch officials meet with buyers and negotiate for additional outlets. Market promotion in other areas is carried out at rural and urban agricultural fairs to which grants are given to encourage and promote Indian crafts and sales. The Branch has provided financial assistance to the Canadian Handicrafts Guild to collect and display the finest samples of Indian arts and crafts.

WILDLIFE AND FISHERIES SECTION

The Wildlife and Fisheries Section conducts programs for the benefit of the many Indians who depend for all or a major part of their living on the annually renewable resources. There are two main uses of resources, the first being by the Indians themselves and the second, commercial development.

Indians occupy a unique legal and moral position in regard to hunting and fishing for food. It extends from toleration of what would otherwise be illegal practice where no treaties are in effect; through degrees of special privilege under the various treaties, to a practically unassailable legal position with respect to Provincial legislation in cases where treaties have been confirmed by legislation (as under the Natural Resources Transfer Agreements in Manitoba, Saskatchewan and Alberta). The legal position in relation to such Federal legislation as the Migratory Birds Convention Act has always been in doubt, but two appeal cases now pending are expected to provide a more precise interpretation of the treaty commitments.

Where commercial development of the resource is involved, Indians cannot claim special rights and are governed by the various Provincial and Federal statutes. An exception is in the case of projects operated on a reserve under authority of a band council by-law as authorized by Section 80(o) of the Indian Act.

Several types of wild crops are of considerable value and these are also developed on a project basis. Finally, the field of tourist guiding and outfitting is being developed as a means of livelihood for Indians.

In all of this work, the cooperation received from the various Provincial administrations has been outstanding. The Indians too, understandably jealous of their rights, have cooperated in constructive conservation programs by adhering voluntarily to game quotas which could not have been applied to them by law. In fact, in the early days of beaver rehabilitation the Indians did not trap them in order that the population could increase to an exploitable level.

Domestic Utilization - The wildlife and fisheries resources are much more valuable to Indians as a source of food than the revenue derived from commercial utilization. Domestic use of fish for food and dog feed amounts to over 20,000,000 pounds annually. Indians are the largest users of big game, while small game such as rabbits, ptarmigan, grouse and migratory birds are the mainstay in the diet of all Indians travelling or working in the forested areas from coast to coast. The fact that game and fish are available to them at all seasons of the year, and in some areas without regard to limits, further enhances the value of the resource. Additional quantities of food are obtained as a by-product of commercial operations. Large quantities of meat are derived from trapping fur-bearing animals such as beavers and muskrats, which are almost entirely utilized,

while other animals such as lynx, mink and otter are used to some degree. Commercial fishing operations produce even greater quantities of coarse fish such as suckers, ling and pike.

Nets and ammunition are among the items which must be provided under treaty and, in addition, these items are provided by the Branch to all Indians in remote areas who do not have the means of acquiring them. Further assistance is provided on a non-repayable basis to Indians pursuing their traditional occupations, consisting of materials to repair canoes, tents and stoves etc., without which they could not live.

Domestic fishing projects have been organized to provide a supplementary source of food for Indians, particularly in the range of the barren ground cariboo. Such projects have produced as much as 68,000 fish at about four pounds each in a ten-day operation during the height of the season. A number of walk-in freezers are used for storage of food produced by the Indians and, where necessary, wild meat purchased from herd reduction programs in National Parks.

Location of Walk-In Freezers

<u>Province</u>	<u>No.</u>
Quebec	4 Eastmain, Rupert House, Fort George and Paint Hills
Ontario	1 Moosonee
Saskatchewan	4 Red Earth, Stony Rapids, Fond du Lac, Black Lake
Alberta	4 Fort Chipewyan, Lake Claire (barge) Hay Lake, Fox Lake
N.W.T.	13 Yellowknife, Forts Resolution, Providence, Rae, Franklin, Simpson, MacPherson, Good Hope, Norman, Smith, Liard, Snowdrift, Rocher River
Yukon	3 Old Crow, Dawson, Teslin

Trapping and Fur Development - Trapping of fur-bearing animals represents the sole or principal cash income of some 60,000 Indians who still carry on their traditional vocation throughout most of the forested area of Canada. The Branch has carried out programs in this field for over thirty years -- at first independently, but more recently through cost-sharing development programs with some Provinces. These are either in terms of a formal agreement or a less formal arrangement whereby each administration assumes and pays for some phase of a coordinated operation.

Formal agreements now in effect and the maximum share of costs payable annually by the Branch thereunder are as follows: Saskatchewan (fur and game conservation -- \$40,000), Manitoba (fur conservation -- \$60,000) and Ontario (Renewable Resources -- \$100,000).

In addition to the administrative and supervisory services provided under these arrangements, the Branch provides direct assistance to Indians on a repayable basis in the form of grubstakes and equipment in enough quantity to permit them to remain on their trapping areas when furs are at peak quality. Marketing services are provided under certain conditions and furs are sold usually at the nearest auction outlet. The proceeds are returned to the trapper through an agency or fur preserve trust account.

Fur production has increased as a result of development programs but fur prices have declined, not so much in dollar value but in relation to the ever-increasing price of supplies.

The Branch, in cooperation with other Federal agencies, the Provinces and some segments of the trade, have contributed to a modest program of fur shows at home and abroad to stimulate demand and price for Canadian wild furs. Raw and dressed furs have been shown at fur expositions in London, Paris, Frankfurt, Milan and Basle. The Canadian Fur Council, on which the Department is represented, is planning a Trans-Canada Fur Pageant aimed at stimulating sales on the domestic market which now absorbs large quantities of imported ranch-raised and synthetic furs.

Commercial Fishing - A widening disparity between fur and commodity prices forced the Indians and the Branch to seek other means by which Indians could augment their incomes. It was found that a commercially exploitable fishery resource was available in most areas where trapping is the basic occupation, that Indians were adept at taking fish although lacking in knowledge of handling techniques, that the operation could be carried on during the off-season for trapping and that a market existed on a feasible, although marginal level. Consequently, a program of assistance was inaugurated with the objective of integrating trapping and fishing to provide year-round incomes in areas where wage employment is generally not available. The program varies, depending on whether commercial fisheries are already established or a hitherto unexploited area is being developed.

In new areas, substantial capital expenditures are required to establish shore installations without which a good quality product cannot be produced. These consist of a main packing station at which fish are received and prepared for shipment, together with one or more ice houses at strategic locations at the fishing grounds. A dock where aircraft and fishing yawls can moor is an essential part of the shore installation. In two instances freezing and holding facilities have been installed and others are planned. Programs in new areas involve also organization of projects, supervision of production, handling and processing, and in several large areas marketing services have been provided on a tender basis. Seasonal prices are arranged either through f.o.b. lake fishing stations or delivered to a common carrier, whichever is most advantageous to the Indians.

In areas where there are existing fisheries, the Indians are provided with the basic equipment to enable them to compete for a fair share of the annual production. Marketing under these conditions involves negotiating lakeside prices with the buyer or processor.

With the cooperation of Provincial agencies, training courses covering all aspects of fish production, local processing and business practices were conducted by the Branch during the past two years in Northern Ontario and Northern Manitoba.

Wild Crops - The last program based on traditional direct resource utilization, in which the Branch takes an active part, is the harvest of various wild roots, cereals and berries.

At present the most important of these is wildrice, which is found in commercial quantities mainly in a belt extending along the international boundary from the east side of the Lake of the Woods in Ontario to the west side of the Whiteshell Forest Reserve in Manitoba. The Rice Lakes -- Kawartha District of Southern Ontario also produces rice in commercial quantities.

In the Ontario part of the main concentrations, harvesting is governed by the Provincial Wildrice Harvesting Act which provides for methods that will ensure full utilization without detriment to the rice beds. The actual picking operation is controlled by Wildrice Councils elected by the pickers. In Manitoba, the harvest is controlled by a system of concessions or leases tendered on a royalty basis under which the lessee either processes the rice or arranges a lakeside price (as in the case of the Branch) for green rice with one of the processors. In both Provinces, use of mechanical pickers is practically prohibited and the harvest is virtually an Indian monopoly.

In terms of availability and potential value, the blueberry harvest is the most important wild crop. Prices are favourable and the demand is good in both Canada and the United States. Unlike wild rice, the blueberry is found in almost all of Canada. The harvest is a highly organized, competitive business with a good roadside price structure, and present Indian participation requires little supervision. Harvesting projects should be arranged, however, for Indian groups, as roads penetrate into picking areas, and feasibility studies conducted for areas where air transport would be required. Experimentation is also needed in burning and cultivation to increase yields, which fluctuate widely due to weather conditions.

Other wild crops which are in local abundance and of economic importance are high and low bush cranberries, medicinal roots and some types of fungus. Feasibility studies are needed on all of these.

Tourism - Tourist hunting and fishing, both on and off reserves, is a most promising field and a large number of Indians are employed each year, many on a continuing basis. Many more, however, do not obtain regular employment because they lack knowledge of the catering aspects of the trade and have not acquired the skills required for the preparation of trophy fish and game heads. A start has been made by the Branch in providing this type of instruction through experimental courses in which interested Provincial agencies cooperated, with outstanding results.

A guide manual, developed for use in the experimental courses, is in wide demand as a reference work on which similar manuals by other Provinces will be based. This type of text should be standardized and the program extended into new areas, including many where canoe and camping trips are an object in themselves.

Even more lucrative than guiding, though not with the same scope, is the outfitting and accommodation phase of the tourist industry. Many reserves are located on waterways and were chosen for their access to good hunting and fishing grounds. As a consequence, opportunities exist for the development of tourist accommodation and services, and some progress has been made. Notable among these is an Indian tourist establishment in a remote area of Ontario where training was provided jointly by Provincial and Federal field officials under the terms of the Canada-Ontario Renewable Resources Agreement. The necessary capital was made available partly from Branch appropriation and partly through a revolving fund loan. By and large, however, this tremendous asset remains untapped.

EMPLOYMENT PLACEMENT SECTION

The rapidly increasing Indian population, coupled with higher educational standards and facilities, has made it obvious that the Indians cannot in the future depend solely on the use of natural resources for a livelihood and, in fact, Indians will not be content with employment less pleasant or lucrative than that for which their education has fitted them. Consequently, the Placement Section was formed in 1957 to find and develop employment opportunities for Indians, to facilitate the entry of Indian labour into a wide range of occupations and professions, and to assist them in making the transition to wage employment.

Carefully selected Indians are established in urban centres after receiving vocational training or acquiring work skills to ensure ready employability. A total of 477 Indians were placed in employment in 1962-63 under this program. Growing numbers of Indian youth, both male and female, are emerging from high schools, business colleges, and vocational training courses, and this one group alone threatens to outstrip the capability of the existing staff even though the National Employment Service provides much of the job counselling and placement.

Many otherwise capable Indians are handicapped by shyness, lack of confidence or work experience, and for these an in-service training program has been adopted. This started with the Indian Affairs Branch offices but now extends to other Federal Departments and some Provincial services. Forty Indians participated in this program during 1962-63.

Work experience is also provided under training on-the-job arrangements with employers, in which the employer is paid a stipulated share of wages during the period of time agreed as being necessary to bring the trainee to full earning capacity. Fifty-one Indians entered training - on-job contracts during 1962-63.

Relocation of families has not been stressed but experimental programs are being organized in several centres, one which is operated by a family agency which provides counselling services and administers Branch funds. A schedule of assistance has been established to assist the relocation of families from isolated reserves to frontier industrial areas. This includes the purchase of housing where rental accommodation is not available.

Seasonal Employment - The Branch program provides for development of wage employment for the mass of the Indian work force. Through close cooperation with the National Employment Service, other government agencies and the Unions, hundreds of Indians are assisted each year in finding seasonal jobs in forestry, agriculture, construction, surveying, prospecting and mining. Over 5,000 Indians were placed during 1962-63.

Notable amongst agricultural projects is the sugar beet harvesting in Manitoba, Saskatchewan and Alberta in which an ever-increasing number of Indians take part. Much has been done in recent years to better the working and living conditions of the harvesters, and a start has been made in ensuring that children have the opportunity to continue their schooling. Among other agricultural employment is the annual migration into the United States, ranging across the country from the potato fields of Maine to the orchards of Oregon, and the seasonal work in the orchards and tobacco fields of southern Ontario.

Summer is the season when surveying, prospecting, road location, railway and highway maintenance, building and construction, and general employment are at their height, and many qualified Indians are assisted in getting employment by Placement Officers and Indian Agency staff. Most encouraging, however, is the fact that many more Indians obtain such jobs by their own initiative, and in many cases return year after year to the same job.

The Placement and Relocation Section is responsible for a community employment program to provide employment for Indians who would otherwise require relief, and in cases where band funds are inadequate to permit participation in cost-sharing programs. Projects are selected in consultation with band councils and are submitted to Headquarters, usually on a priority basis related to estimated relief requirements or the desirability of expanding a resource development program. In addition to its value in reducing relief costs, the program has important side effects in the developing of natural resources, in training Indians for employment, and providing additional opportunities for Indian band councils to learn basic principles of self-government. Approximately 500 projects ranging in size from \$1,000 to \$30,000 and totalling some 8,500 man-days of work were undertaken during the 1963-64 fiscal year at a total cost of \$1,164,669.00.

PART III

INDIAN HEALTH SERVICES

HEALTH SERVICES FOR INDIANS

History

Indian Health Services is a program of the Department of National Health and Welfare, developed to fill a vacuum - the absence of any or adequate treatment facilities for large segments of the Indian population. During the period of its fastest growth, the most pressing needs were for hospital and treatment facilities. Hospitals were acquired to serve areas lacking community hospital facilities. The development of the preventive program followed. Today still the largest part of expenditures are for treatment services, a situation governed largely by necessity rather than concept - the need for an expanded preventive health program is very evident. Growth has been accelerated since 1946 when surplus armed services medical facilities became available. Some idea of the expansion in terms of personnel establishments and expenditures may be gained from the following table:

	<u>Staff Establishment</u>	<u>Operations & Maintenance Expenditures</u>	<u>Capital Expenditures</u>
1950-51	1,200	7,859,812	1,280,031
1954-55	1,600	12,605,043	935,591
1958-59	1,959	16,403,799	2,449,187
1962-63	2,634	18,000,000	1,427,200

ENTITLEMENT

Contrary to popular opinion, the Indian has no statutory entitlement to a health service. The Federal Government has, by providing annual appropriations for this purpose, recognized the fact that the native population cannot achieve even minimal health standards without assistance.

Indian Health Services are concerned only with those Indians who are officially registered as members of bands according to the Indian Act and their responsibility is to see that medical care and public health services are available to all such who cannot otherwise provide for themselves. The increasing population on reserves is posing problems of a socio-economic nature militating against health. The solution does not lie solely or indeed to a major extent in the hands of physicians and public health nurses but calls for social, educational and administrative action.

CURRENT OBJECTIVE

Indian Health Services has consistently had one main objective - to raise or maintain the health of the Indian at a level comparable to other citizens.

PRESENT ARRANGEMENTS FOR HEALTH SERVICES

- (a) Organization of Indian Health Services - Department of National Health and Welfare

The administration is divided into five regions. Regional Headquarters are administrative centres having on their strength appropriate medical specialists who work throughout the regions. Within regions there are zones, typically but not always based on a departmental hospital which serve as administrative centres for field units, usually Nursing Stations, Health Centres or Clinics. A nursing station is a field unit under the supervision of a registered nurse, usually equipped with four or more beds for the care of maternity and emergency conditions, and from which a public health program is carried out. A health centre is a field unit under the supervision of a registered nurse from which a public health program is carried out. A clinic is a field unit, either attached to a hospital or functioning independently under the supervision of a full-time medical officer, from which a combined health and treatment program is carried out.

(b) Departmental Facilities

Indian Health Services, Department of National Health and Welfare, operates the following facilities for the provision of health services to Indians. These facilities represent a capital investment of approximately \$33,000,000 in buildings and equipment.

New Brunswick

3 Health Centres

Nova Scotia

2 Health Centres

1 Clinic

Quebec

4 Nursing Stations

14 Health Centres

Ontario

3 Hospitals providing a total of 250 beds

6 Nursing Stations

4 Clinics

Manitoba

3 Hospitals providing a total of 69 beds

1 Sanatorium owned by the Department and operated by the Sanatorium Board of Manitoba

11 Nursing Stations

6 Health Centres

5 Clinics

Saskatchewan

2 Hospitals providing a total of 162 beds

1 Nursing Station

9 Health Centres

3 Clinics

Alberta

- 3 Hospitals providing a total of 546 beds
- 3 Nursing Stations
- 11 Health Centres
- 3 Clinics

British Columbia

- 3 Hospitals providing a total of 527 beds
- 12 Health Centres
- 5 Clinics

Yukon Territory

- 1 Hospital providing 120 beds
- 2 Nursing Stations
- 4 Health Centres
- 1 Clinic

N.B. - All departmental facilities in Y.T. provide service to all segments of the population

Northwest Territories

- 1 Hospital providing 100 beds
- 6 Nursing Stations
- 3 Health Centres
- 4 Clinics

N.B. - Excludes departmental facilities providing services to solely Eskimo and non-Indian populations

An important activity requiring specific mention is the case-finding program carried out by numerous survey teams throughout the country; great emphasis continues to be placed on tuberculosis case finding.

Currently, particular emphasis is being placed on planning and further development of the public health program. This is typified by the drive for many more sanitarians, additional health educators and the upgrading of qualifications of present staff. Contingent upon the availability of health educators is the community health worker program, now in its embryo stage. In this program, Indian community leaders become deeply involved in the health problems of their own community. The program to date evidences great promise of substantial and positive improvement in living and health conditions.

(c) Scope

The Indian Health Services program is national in scope and relatively uniform across Canada, having regard for the particular requirements of each area. It does not, and is not intended to resemble individual health unit programs which may exist for similarly-situated non-Indians. In some ways and in some areas the Indian Health Services program is superior and in others, perhaps not.

(d) Provincial and Local Involvement in Health Services to Indians

- (i) Hospital insurance coverage for general hospital care is universally available to Indians.
- (ii) Close to 700 voluntary or community general hospitals care for Indians; Indians are cared for in 11 Federal community-type hospitals. (Special hospitals are additional to this number).
- (iii) Some 3,400 physicians in private practice see Indian patients; 33 departmental physicians provide similar family physician services (this figure excludes doctors employed in departmental hospitals).
- (iv) More than 350 dentists in private practice provide care to Indians; departmental dentists providing similar services number 33).
- (v) Further local involvement is reflected in the increasing numbers of Indians securing coverage under insurance plans such as Physicians' Services Incorporated.
- (vi) Integrated health services are not a new concept or practice, as evidenced by a substantial and increasing number of arrangements with health departments and local health units for the provision of health services on Indian reserves. In some - or many - situations, the type and extent of local health unit programs would necessitate the continuation of "back-up" services by Indian Health Services. However, there is no formal arrangement or agreement with any province for planned total health services.

HEALTH OF THE INDIAN POPULATION

- (a) The Indian population continues to present a fairly constant health picture. There is a high birth rate, double that of the non-Indian population, and a mortality amongst infants under one year of age three times as high as the mortality amongst all Canadian babies. Although women of child-bearing age constitute only 18% of the total Indian population, this 18% have a fertility rate of 282 live births per 1,000 women. Accordingly the number of children born to Indian women is high. Despite the high mortality among children, the Indian population is increasing annually by 4%. The birth rate is, however, tending to decline in parallel with the all-Canada rate.
- (b) The mortality rate amongst Indian babies in the first month of life appears to have levelled on a plateau of close to 2.5% of all live births each year. The rate for the country as a whole has declined

slightly from 2% to 1.8%. The stillbirth rate amongst Indians has also remained practically constant at around 1.7% of all births. Infant mortality under one year of age exceeded 10% of all babies born alive until 1956. Since then, it has levelled on a new plateau of around 8% or slightly less. The majority of infant deaths still occur in the latter half of the first year of life from respiratory and internal infections, reflecting the effect of adverse environmental conditions.

Indian Health Services are expending great efforts to educate Indian women in child care and ensure adequate supervision of pregnancy and birth. Over 90% of Indian mothers are now confined in hospitals or nursing stations under proper supervision and almost all of these receive prenatal supervision but far too few of them still bother about post-partum supervision. The mortality amongst women due to complications of childbirth still, however, remains fairly constantly around 1.5 per thousand births, but it is significant that practically all mothers dying are those who have not availed themselves of adequate prenatal supervision and were generally delivered at home by untrained friends or relatives. There is a disturbingly high mortality amongst pre-school children, about four times the norm for all Canadian pre-school children, and amongst adolescents and younger adults, due mainly to accidents.

- (c) Apart from the unduly high mortality from accidents, mortality amongst adult Indians does not seem to differ materially from that amongst other adult Canadians. The age specific death rate for Indians of 15 to 64 years of age appears to be about five per thousand of population, for males 5.8, for females 3.9. The incidence of fatal accidents, however, is markedly higher in all age groups. The fatal accident rate for the population of Canada as a whole appears to be around 0.4 per thousand at present, but amongst Indians it is 2 per thousand or five times as high. In British Columbia the accident rate amongst Indians is high, being well over 3 per thousand. There is evidence that alcohol plays a role in many accidents but too many are due to the hazards of life in the wilds, ignorance of simple precautions and carelessness in the home with dangerous substances.
- (d) The incidence of various diseases amongst Indians differs slightly from the diseases affecting the population as a whole, but the apparent differences are attributable more to adventitious circumstances than to any peculiar susceptibility on the part of the Indian. Pneumonia is much more frequent, but many live a life more exposed to climatic extremes and severities and pay much less attention to minor respiratory infections. This tendency to neglect coughs and colds leads also to a higher incidence of otitis media which too often results in a persistent chronic condition seriously affecting hearing. There are relatively fewer deaths from cancer and vascular episodes but there are still relatively few individuals proportionately in the Indian population of the age when these diseases take their heaviest toll. An increase in the mortality due to these causes is to be expected as greater numbers of Indians attain these ages. Because of the large number of heterogeneous groups, it has not proved possible to establish

the age specific incidence rates of various diseases with any confidence. The impression, resulting from previous investigation, that cancer of the cervix occurred more frequently amongst Indian women has not been confirmed by subsequent investigation. In view of the multiple parity of most Indian women, it would not be an unexpected finding but the case remains unproven. Recent observations suggest that the incidence of diabetes is increasing amongst Indians.

- (e) The control of tuberculosis amongst Indians has always been a major concern and the campaign against this disease has been markedly successful. Because of the rigors of Indian ways of living, the control of this disease amongst them is peculiarly difficult. Break-down and reactivation of many arrested cases is only too apt to occur, with resultant spread to others before detection and further treatment can be instituted. The mortality rate has very significantly been reduced but is still about ten times that amongst non-Indians. This comparison is, however, misleading as it is not truly a comparison between likes. The mortality rate amongst Indians should more properly be contrasted with the mortality rate amongst whites living under equivalent socio-economic conditions.

LONG-TERM OBJECTIVE OF INDIAN HEALTH SERVICES

There has always been only one objective and this was stated earlier - to maintain the Indian people at a level of health comparable to that of the non-Indian community. Basic to this has been the presumption that local or community health services in the provinces would be willing to extend their services to Indians, given comparable levels of health between the two groups. Indian Health Services believe that local administration can provide the most effective administration. Ideally, Indians should be given service through normal provincial and municipal programs. There are few qualifications to this view. However, one is that this principle must be accepted by both the Indians and local non-Indians. It cannot be forced upon them. A second qualification is that for some time the Indians receive at least no less than the current level and calibre of health services. In fact, inasmuch as there is a great deal more still required, it is hoped that the current level would only constitute a foundation for the further development of services.