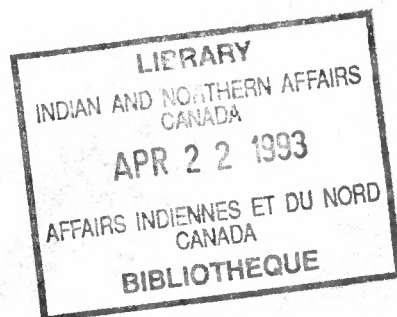


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INDIAN AND INUIT AFFAIRS PROGRAM  
THE YUKON REGION

## PURPOSE

*"Every corporate entity requires a stated objective for its organization and an outline of its past, origins and evolution. This provides the organization with a sense of the environment it's involved in, a sense of its history and its impact, perceived or imagined, on its environment. It further establishes its rightful place in society and history."*<sup>1</sup>

Given the objective of the Department of Indian Affairs of the Government of Canada is to, within legislated parameters, carry out trust responsibilities and assist in the development of the self-sufficiency of registered Indian people in Canada - it is the primary purpose of this desk book to factually outline the meaning of that objective as it specifically applies to the Yukon Region.

By providing an understanding of the histories of the Indian people of this region, the Yukon Territorial Government and Yukon based Government of Canada presence together with current data, information and directions; all those people employed to achieve results should have a common understanding of the who, what, where, when and why of their activity within an overall context.

This desk book will then be utilized as a reference point for new and existing staff of the Department of Indian Affairs from which to base their activities. It will also serve as a briefing document and, as well, a common instrument for the region and the Indian people, communities and organizations it is mandated to work with to achieve the objective of self-sufficiency.

One fundamental reason for this book is to provide a sense of history and understanding of progress for those who may be entrusted with these

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1 OLIVER J. NELSON, JUNE 3, 1983

responsibilities as Land Claims in the Yukon reach a successful conclusion.

Finally, the desk book will be continually updated to reflect all relevant changes that are critical to the above purposes including:

- EVOLVING HISTORY
  - SPECIFIC POLICIES
  - CURRENT ISSUES
  - PROFILES OF COMMUNITIES, ORGANIZATIONS, GOVERNMENTS
  - ACTIVITY MEASUREMENT DATA
  - CORPORATE AND OPERATIONAL THRUST OF THE YUKON REGION
-



## TERMS

INDIAN	Person registered or entitled to be registered as an Indian according to the Indian Act, i.e. a status Indian
NATIVE	Canadians of aboriginal descent can include status and non-status Indians, Inuit and Metis
BAND	Body of Indians recognized by government for whose benefit and use land and money have been set aside and held by the government
RESERVE	Tract of land set aside for the use and benefit of a band, the legal title to which is vested in Her Majesty
INDIAN ASSOCIATION	A representative association of Indians with elected executive which acts collectively on behalf of Indians
TREATY	An historic agreement entered into by a group of Indians and the British or Canadian government
ABORIGINAL RIGHTS	Rights claimed by Indians by virtue of being original inhabitants of land
BRITISH NORTH AMERICA ACT (B.N.A. ACT)	A statute of the British parliament constituting Canada as a confederation and distributing legislative and jurisdiction between Dominion (federal) and provincial governments
INDIAN ACT	An act of the parliament of Canada exercising its legislative jurisdiction for "Indians and land reserved for Indians" assigned in the B.N.A. Act, Section 91(24)
DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT D.I.A.N.D.	Federal department exercising delegated duties, powers and functions of the Minister of Indian Affairs under the Indian Act and related appropriation acts

## HISTORICAL DATES

- 1763 - Royal Proclamation
- 1860 - Until this time, ran by Imperial Government  
Became responsibility of Crown Lands Department
- 1867 - Confederation  
Indian Affairs became part of Secretary of State
- 1871 - Beginning of Treaties
- 1876 - Indian Act passed
- 1880 - Separate department of Indian Affairs established
- 1914 - Indian Superintendent took up residence at Dawson City
- 1936 - Branch of Department of Mines
- 1946 - Became Branch of Department of Citizenship & Immigration
- 1951 - Revision of Indian Act
- 1955 - Yukon District office moved to Whitehorse
- 1960 - Federal Franchise extended
- 1966 - New department formed - Indian Affairs & Northern Development
- 1969 - "White Paper"  
Government agrees to consult Indian people before amending the Indian Act
- 1971 - Yukon Region established
- 1973 - Yukon Land Claim process started
- 1979 - Lower Post and Good Hope Lake, B.C., added to Yukon Region
- 1982 - Canadian Constitution patriated
- 1983 - Constitutional accord on aboriginal rights reached at First Ministers Conference

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SECTION I



## HISTORICAL REVIEW - THE INDIAN PEOPLE OF THE YUKON REGION

*The Indian people's history is best described from several perspectives. The first and most important is as the Indian people have written. For this, the historical section of "Together Today ... For Our Children Tomorrow" by the Council for Yukon Indians, printed in 1973, is reprinted in its entirety and is framed within the Yukon land claim. Secondly, the special relationship of the Indian people and the land and relative information on linguistic and territorial divisions is included from the research of J. Cruikshank. Finally, additional notes are presented from all available sources in order to provide as clear a perspective as possible of the people who, indeed, are the reason for this book.*

## YESTERDAY

The Indian People had no books. Our way of life was handed down by word of mouth. This is how we learned our history.

The Whiteman has written his history in books and it is taught in the schools. The Whiteman says history can teach him who he is and what mistakes he has made.

History is to be learned from, and not lived in. We will start this paper with a very short history that we hope we can learn from.

## A. THE INDIAN WAY

For many years before we heard about the Whiteman our people who lived in what is now called Yukon lived in a different way. We lived in small groups and moved from one place to another at different times of the year. Certain families had boundaries which they could not cross to hunt, because that area was used by

other Indians. Sometimes we gathered together in larger groups in the summer to fish and relax after a hard winter.

We had our own God and our own Religion which taught us how to live together in peace. This Religion also taught us how to live as a part of the land. We learned how to practice what is now called multiple land use, conservation and resource management. We have much to teach the Whiteman about these things when he is ready to listen.

Our Family was the centre of "The Indian Way". The man was head of the family and was the provider of food, clothing, housing and protection. The Mother was the centre of the family and the children took her name.

Marriage, adoption and care of older people were all regulated by custom. These were many generations old and were adapted to the way of life.

Education was handled by our parents and was done by children watching and copying what they saw. It was the method of learning by doing. A child was considered an adult, when he proved that he could handle adult responsibilities.

People were busy supplying the needs of the community. All possessions belonged to the group and individuals did not suffer unless the whole group was in need. This required planning, organization and leadership. These three were carried out without a formal organized system, which is one of the reasons why we are finding it difficult to adopt the Whiteman's Way.

## B. THE FIRST WHITEMAN

About three hundred years ago the first Whiteman affected our way of life. We did not see these people but they changed our way of

life. They were the Russians who traded with the Coastal Indians. These Indians then came over the mountains and traded with us.

We started changing some of our values. We became commercial trappers. We traded for items which became personal property, instead of community property. It was a one-way trade though. This was because we did not know the value of the trade goods. We traded for knives, beads, cloth, kettles, and finally guns and powder. Some of our people were forced to trade a whole season's fur (as many as two hundred pelts) for one steel knife or one kettle. Even though we knew the trading was unfair, we could not do anything about it.

Out of this system of commerce also developed war. We had to fight to keep our women, children, furs and food from being taken away from us unfairly.

Another big change in our way of life was when many Indian people and their families would meet at the same place to trade with the outsiders. People from the Kluane Lake, Champagne and Aishihik areas went to Klukshu, Hutshi, and Donjek to trade. People from the Dawson, Little Salmon, and Big Salmon areas went to Selkirk area to trade. People from the Ross River, Frances Lake and Teslin areas went to Tagish and the mouth of the Rancheria to trade.

#### C. THE SECOND WHITEMAN - THE FUR TRADER

Just over one hundred years ago the White fur trader from the East came into our country. He was feared, at first, because no one had ever seen a Whiteman before. It was not very long before he was welcomed, because his price for our fur was much better than what we had been getting. This ended the trade between some of our people and the Coastal Indians. The wars stopped and today

the Alaska Tlingits are our friends and for several hundred Yukon Indians, they are relatives.

Also at this time a few prospectors were drifting into the Yukon. By 1885 there were about fifteen Whitemen here. The following year more than one hundred prospectors came in from Alaska and for the next eleven years the number gradually increased.

By this time we had become used to using tea, sugar, flour, tobacco, and Whiteman Tools for which we traded our furs.

While acting as guides and packers for the traders and prospectors, many Yukon Indians travelled to areas where other Indian people lived. Following this there was an increase in marriage between the different Indian groups. People from Pelly Banks travelled to Selkirk while people from Selkirk travelled to Dawson, Rampart House and Tanana.

#### D. THE THIRD WHITEMAN - THE "GOLD-SEEKER"

In 1896, the Klondike Gold Discovery changed the Indian way of life. Over the next four years, an estimated sixty thousand Whitemen came into the Yukon. There were about three thousand Indians here at that time if you go by the Government records. The Indian People feel there were many more than three thousand.

We acted as guides, packers and prospectors and saved many lives during the gold rush. By 1905, the majority of the Whitemen had left the Yukon. But in that time many Indians had learned to speak the Whiteman's language; many had accepted the Whiteman's religion; many had accepted the Whiteman's way of wanting his own personal possessions; some had given up the Indian way of life to work on river boats or other Whiteman jobs; and the percentage of the blood of many Indian children was changed.

Between 1900 and 1930 over half of our people died from Whiteman's diseases. During this time many Indian people returned to the bush. We trapped or worked in the bush with Whitemen and became quite well off. There was no welfare, employment, or housing programs needed.

During this time there was one program which continued to break down the Indian family and the Indian way of life. This was the residential school. They were run by the Church and the Government. This program never should have been allowed to happen. Our children were taken away from their homes when they were six years old. Sometimes we never saw them again until they were sixteen.

We were taught in such a way that we were forced to give up our language, our religion, our way of life, and because of this, we no longer identified with our parents. But what we were being taught did not make sense, and it seemed wrong to us. Most of these people gave up the Indian way, but could not accept the Whiteman's way, because we were not taught how to live and work the Whiteman's way. Only now are the Whitemen beginning to find out what was wrong with the Residential School System and how wrong it was.

We were caught between the two and didn't know which way to go.

#### E. THE FOURTH WHITEMAN - THE AMERICAN SOLDIER

In 1941 the American army moved in to build the Alaska highway. There was much money and jobs for any Indian who wanted to leave the bush. Many left their traplines and moved to places along the new highway.

Thirty thousand Whitemen with no women of their own further changed the percentage of the blood of many Indian children.



Four years later the war was over and most of the men left. But many more Indians had gotten used to the Whiteman's way, or at least the big money part of it. But the money left with the Americans. The traps were rusted and the cabins in need of repair. Many did not go back to the traplines. Some of us moved into shacks on the edge of the White communities, and there were no jobs.

Then came Indian Affairs. They made up the Band lists. Then came welfare. Then they invented the Indian Village, where a group of Indians could all be put together. This made it easier for administration.

Later on came Indian housing which was (and still is today, even more than ever) used as a bribe to get Indian people to move in from the bush. So the final program of changing the Indian way of life from one of economic independence to a welfare hand-out was complete.

#### F. THE END OF THE BOATS

For fifty years 460 miles of the Yukon River between Whitehorse and Dawson were spotted with Indian cabins, Indian Villages and woodcamps.

We lived in our own homes, cut our own wood, hauled our own water, hunted, fished, and trapped. To buy other things we needed, we cut firewood for the river steamers and sold it to the operators of the boats.

The boats were taken off when the Dawson Highway was built in the early 1950's. This left us without our main source of income and no communications or transportation. By this time our life had become dependent upon all three.



So new villages were built at Carmacks and Pelly Crossing. These villages had no economic base so welfare was introduced. The location of these had no meaning for the new Indian residents.

In Carmacks there had been a trading post and several families lived nearby. But when the Whitemen moved in, the Indians were all moved across the river and houses were given to others who agreed to move in from the bush. Carmacks is used in this case as an example. Nine of the twelve Yukon villages have a similar history. Two of the other three villages face the need for relocation because of Whiteman over-crowding.

As the fur traders pulled out, Indian Communities at Frances Lake, Hootalinqua, Big Salmon, Little Salmon, Pelly Lakes, Pelly Banks, Olie Lake, Selkirk, and others had to be abandoned.

#### G. MINING AND DIL

Just as the Gold Rush changed the way of life of the Indian people, now we see the new mines doing the same thing. Although Indian people helped find the Klondike Gold, none were rich ten years later.

With the Dynasty Discovery in 1965 leading to the development of Anvil Mine, the Indian people of Ross River were suddenly faced with large numbers of Whitemen moving in. During a period of busy exploration and construction, many Indians left their traplines to get jobs such as line-cutting and staking.

Now there is a mine with an all-White payroll, and the Village of Ross River is made up of former trappers many of whom have to depend on Indian Affairs and Welfare handouts. That was only seven years ago, but still the Whiteman had not learned how to help the Indian benefit from the development of his own land.

Now in 1973, the only village to escape the Whiteman's rush to get rich at the expense of the Indians is Old Crow, and this is changing every day. The people of Old Crow are scared of the changes the pipeline will bring. They don't want the same thing happening to them as happened to the other Yukon Indian Villages. The Oil Companies and the Government give out paycheques for meaningless jobs which will all disappear when the pipeline is finished.

### THE PEOPLE AND THE LAND

From the time recalled in the earliest legends, Indian people living in the north have had to come to terms with a harsh and often unpredictable environment. They depended on the land for everything required to sustain life - food, clothing, tools, and even articles for trade. Life was a continuous process of learning to understand and work with the land, dealing with its inconsistencies, its changes, its extremes.

People recognized that man could not control or manipulate this land, but rather had to adapt to and work with constraints imposed by the natural world. Their willingness and their ability to adapt to their physical world has been critical to their survival for centuries.

In the western sub-arctic, there were never large tribes such as those in warmer southern climates or on the Pacific coast. The environment simply could not support large concentrations of people. Northern Athapaskan families harvested their land by hunting, fishing and gathering edible plants. The size of a hunting group was governed by the amount and kind of game available in the family's area. A group relying on moose might ideally include only two adult men and their families. Areas with caribou herds required a number of cooperating men and their families.

People came together in large numbers for trading or for potlatches. A number of families might come together in summer at central fish camps where there was a reliable supply of fish, or for regular caribou migrations when herds had to be hunted collectively. In different seasons of the year, leadership patterns and land use varied. Most of the year, people had to spread out and over large areas of land.

It is probable that early epidemics carried from the coast in trade may have greatly reduced the population before the twentieth century. Periodic famines, replacement of caribou by moose, and intermittent battles may have reduced the population even further.

#### LINGUISTIC AND TERRITORIAL DIVISIONS

Because there are no distinct tribal divisions in this part of the North, anthropologists have generally used language to designate territorial divisions among Indian people living in the Yukon. It is important to recognize that this is a category used by ethnographers: Yukon Natives did not identify themselves with reference to their language group. All people except Tlingit speak Athapaskan languages which extend over most of northwestern Canada and Alaska, excluding coastal regions. (Navaho and Apache are also Athapaskan languages. Their speakers migrated from this area approximately 1000 A.D.). Although there are many linguistic problems to be solved in the North, the accompanying linguistic map gives rough divisions of languages spoken in the Yukon at the time of white contact: Kutchin north of the Yukon River; Han on the Yukon drainage from Dawson to Eagle; Tutchone on the Yukon drainage from approximately Carmacks to Stewart, including the drainage of the Pelly, Ross, Stewart and MacMillan Rivers; Southern Tutchone in the southwest lake district - Kluane Lake, Aishihik, Carmacks, upper Alsek River, Hutshi Lakes, Kusawa, Lake Laberge; Tagish at Marsh Lake and Tagish Lake; Tlingit at Teslin, and at Atlin in northern B.C. and finally, Kaska in the southeast corner of what is now the Yukon.

Map #3

Linguistics Divisions In the Yukon  
(after C. McClellan, 1950-1964)

Scale: 1 in. to 50 miles  
Miles:



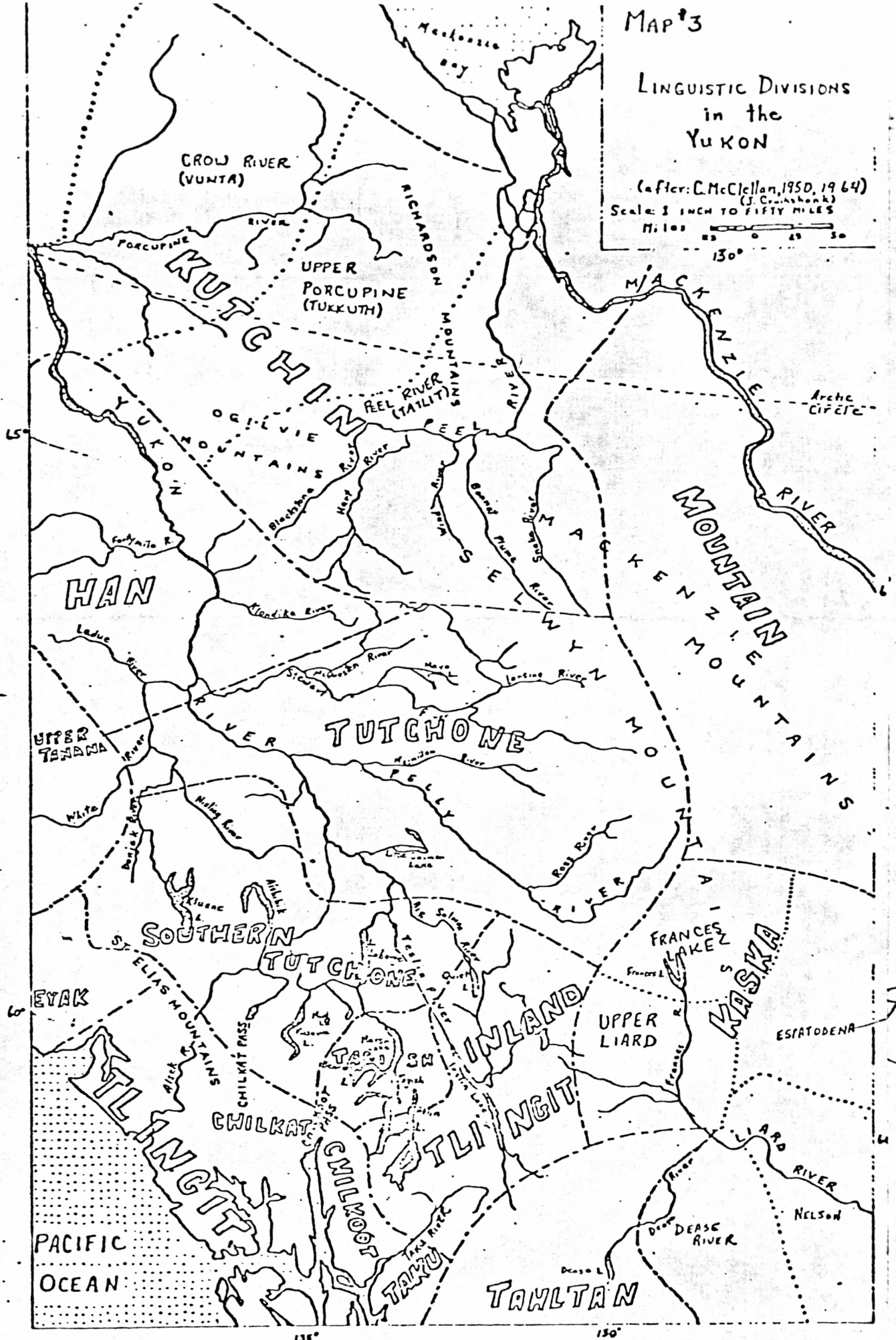
LINGUISTIC DIVISIONS  
in the  
YUKON

Scale: 1 INCH TO FIFTY MILES

Scale: 1 INCH TO FIFTY MILES

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100



These divisions do not represent social, economic or political units and they are not rigid even linguistically. Over the years there have been major fluctuations in population. Research indicates that no map made during the present century can be completely accurate for earlier periods.

The real social units are the inter-marrying matrilineal lineage groups (or moieties) Crow and Wolf in whose terms ownership of property is expressed, but these groups are not geographical. Because it is compulsory for Crow and Wolf to intermarry, any geographical group contains people from both moieties.

#### ADDITIONAL HISTORICAL NOTES

Records of earliest Indian communities show their existence was probably attributable often to their location on routes of trade between the coastal people and interior people, as well as to the proximity of fish and game resources. Although these waned and ceased to exist with ever increasing contact with the white man, we have some idea of size and location of many communities in 1902, when Chief Jim Bos, in attempting to file a claim to ancestral lands, listed the bands in the southern area of the Yukon:

#### YUKON INDIAN POPULATION LOCATION - 1902

Band Name	Population	Location
Lake Marsh	15	McClintock River
Tagish	30	Tagish
Hooch	200	Hutch
Kluchoo	25	Kloo Lake
Iseaq	250	Aishihik
Klukshoo	80	Klukshu
Gaysutchu	50	Big Salmon
Tatsuchu	15	Carmacks
Kloosulchuk	35	Minto
Haseena	90	Ross River

Source: Cruikshank, J., Together Today for our Children Tomorrow. Whitehorse, 1974



Previous to that the vast Indian use of the land and initial points of white exploration is indicated in the following map by Davidson in 1901 of the Tlingit Chief, Khokluxs travels in 1852.

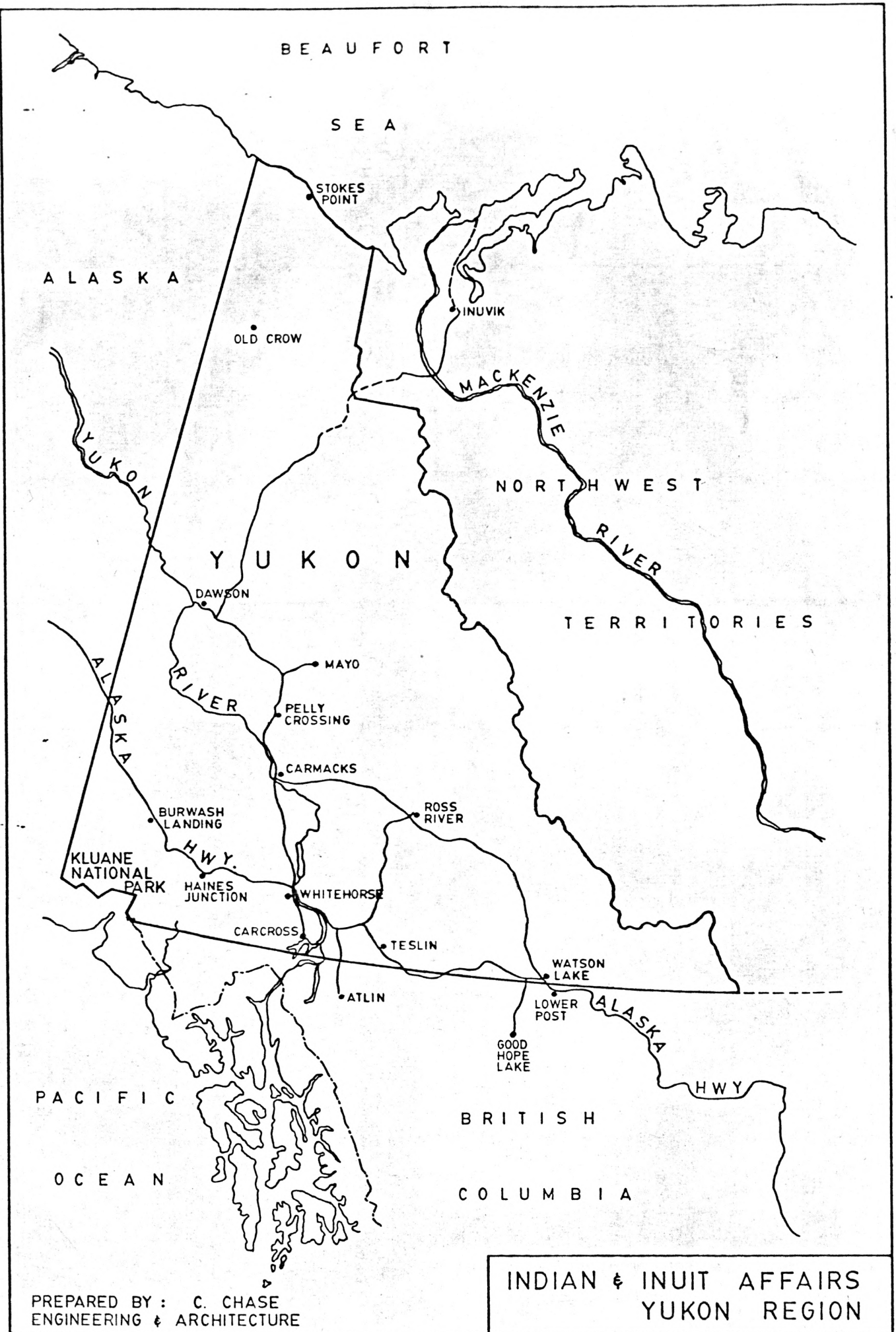
The first white settlement of the region began in 1848 with the establishment of Fort Selkirk by the Hudson's Bay Company. Following its destruction in 1852, there was little further activity until the 1870's, when individual prospectors began to search the Yukon River and its tributaries for gold. Traders working on their own and under commission for the Alaska Commercial Company, penetrated the Yukon River watershed during the same period.

Settlement began at Dawson City as a direct result of the discovery of gold on Bonanza Creek in 1896. At its peak, it was a community of approximately 30,000 people and was incorporated in 1902 with a mayor and council. Grand Forks at the Junction of Eldorado and Bonanza Creeks was also incorporated, under the name of Bonanza. During the Klondike gold rush other small communities sprang up along the Yukon River and on the shores of the lakes leading to the head of navigation. Settlements, little better than encampments, were scattered throughout the whole northwest by the winter of 1897-98.

The introduction of paddle steamers and the completion of the White Pass and Yukon Railway in 1900 made Whitehorse the main point of transfer from rail to water transportation and it gradually developed into a permanent community. After 1900 Whitehorse was also the southern terminus of the overland trail to Dawson City and the wagon road to Silver City on Kluane Lake, both of which gave rise to road-houses and small communities. Silver City, Destruction Bay and Burwash Landing all had their beginning in the silver rush to the Kluane Lake area in 1904.

The present townsite of Mayo was originally the site of a small Indian camp. In the very early days, a sawmill was established and a hotel and trading post appeared to supply the gold miners in the Duncan Creek

Map by Tlingit Chief Khoklux, 1869 (Davidson 1901)





area. The rush of gold miners to Haggart and Hyatt Creeks resulted in the construction of a wagon road from Mayo and for many years the settlement of Minto Bridge was the largest settlement in the area. In 1920-21, silverlead deposits were discovered on Keno Hill, and Mayo became the main supply post and trans-shipment point for the ore from this mine.

The construction of the Alaska Highway during the Second World War gave rise to a number of small communities and brought new life to a number of settlements, some of which had little more than a name. Places like Watson Lake and Haines Junction, which began as maintenance camps or communications centres, have since become service centres for the mining, big game hunting and tourist industries, with a distinctive community life of their own. Others like Champagne have changed very little with the coming of the highway, retaining instead their distinctive Indian character. The growth and decline of settlements in the territory has corresponded with the rise and fall of mining development and changes in the pattern of transportation.

Metropolitan Whitehorse, with a 1971 population of 11,217 people, now is by far the largest community in the territory. The incorporation municipality (the City of Whitehorse) consists of over half the residents of the area and is governed by a mayor and four aldermen. Whitehorse became the territorial capital in 1955. The population of Dawson City, the former capital, has generally continued to decline, and in 1971 was reported to be 762. Other major centres are: Watson Lake, on the Alaska Highway southeast of Whitehorse, with a population in 1971 of 553; Mayo, north of Whitehorse on the Stewart River, with a 1971 population of 381; and two new townsites at Faro, northeast of Whitehorse, and Clinton Creek, with populations of 863 and 381, respectively in 1971. The total population of the Yukon in 1971 was reported as 18,388.

SECTION II

## HISTORICAL REVIEW - GOVERNMENT OF THE YUKON TERRITORY

The Yukon has been a territory in its own right since 1898, when the Government of Canada separated it from the rest of the Northwest Territories. Although Major J.M. Walsh served temporarily as the first commissioner from August 17, 1897 to August 31, 1898, during the transition which officially occurred June 1, 1898, William Ogilvie was appointed the first permanent commissioner, and he and two senior officials sent from eastern Canada comprised the first Yukon Council.

From the start, the council was empowered to make local laws and regulations, even though they were subject to Ottawa's approval - still the case today. However, Yukon miners distrusted the abilities of officials fresh to the territory, and demanded and won the right to elect two additional councillors of their own.

Gradually the size of the council was increased, until by 1910 it included ten members. Then the Yukon's population dropped, and by 1919 the council's membership had slumped to three. That was the position until 1952, when the number rose to five. In 1971 it went up to seven, and in 1974 to 12.

In 1978 the number was raised to 16, and for the first time since World War I an election was fought on party lines, with the Progressive Conservatives obtaining a majority. The council elects a speaker, and its proceedings appear to be much like those of the legislative assemblies in the provinces.

Before 1970, the council's chief responsibility was to 'advise' the commissioner, who could accept or reject the advice as he thought fit. The council had no direct influence over the administration, which was headed by an executive committee consisting of the commissioner and other appointed officials.



The single administrative power held by the council was its capacity to refuse approval of the commissioner's budget. To make sure the administration had support in the council, in 1970 two members of the council were invited to join the executive committee, and soon a third was added.

Today, five members of the council serve on the executive committee, together with the commissioner and his or her deputy. Following the 1978 election, the five members were nominated by the leader of the party that had a majority in the council, and the precedent will probably be followed.

Early in 1979, the federal government appointed a woman, Ione Christensen, as commissioner of the Yukon. The minister of Indian and Northern Affairs sent her a detailed letter of instructions, making it clear that the Department wanted the Yukon to proceed towards full responsible government like that of a province. In October, 1979, she resigned and Doug Bell, the administrator at that time, remained in charge until his appointment as commissioner on December 30, 1980.

Already, the five elected members of the executive committee head departments of the administration. Their responsibilities include education, health and welfare, local government, tourism, economic development, administration of justice, highways, and many other fields."

The commissioner retains charge of the Yukon's treasury and of personnel management in the administration. The deputy commissioner is responsible for certain internal government services. Otherwise the elected members are answerable to the full council just like the cabinet ministers in provinces of the south.

As the executive committee and the administration mature, Ottawa is increasing their responsibilities and interfering less in their

decision-making. In time, the influence of the appointed officials will probably be eroded still further, and elected committee members will be responsible for all aspects of the administration.

One crucial difference between territories and provinces is in the ownership of natural resources. At present, the Yukon's belong not to Yukoners but to all the people of Canada - administered from Ottawa and by federal officials appointed to the Yukon. There is no prospect of ownership being transferred until Indian land claims have been settled.

During the 1960's the government of British Columbia, led by W.A.C. Bennett, invited the Yukon to apply for amalgamation with B.C., which would have given it provincial status by adoption. Yukoners have shown little interest in such proposals, for many of them feel that the territory deserves to be a province in its own right.

Following are six pages which outline the significant changes in the membership and composition of the executive committee and executive council (cabinet) of the Yukon from 1978-82. Finally, a listing of the Commissioners from 1897 to date is provided for information.

For a detailed description and function of the various Yukon Government departments, refer to the annual reports of the Government of the Yukon. -

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# YUKON CABINET: 1978 - 1982

## CODE OF PORTFOLIOS

Audit	= Internal Auditor	* Human	= Dept. of Health and Human Resources (established June 1980)	* Liquor	= Yukon Liquor Corp.
Comm	= Office of the Commissioner	Heritage	= Dept. of Heritage & Cultural Resources (new name for Infor November 1981; abolished June 1982)	Local	= Dept. of Local Government (renamed Municipal & Community Affairs, Dec. 1978)
Const	= Constitutional Development	* Highways	= Dept. of Highways & Transportation (established June 1982)	* Municipal	= Dept. of Municipal & Community Affairs
* Consumer	= Dept. of Consumer and Corporate Affairs	* Housing	= Yukon Housing Corp.	Native	= Native Advisor
Corr	= Dept. of Corrections (abolished Jan. 1979)	HPW	= Dept. of Highways & Public Works (abolished June 1982)	Pipe, Pipeline	= Office of the Pipeline Coordinator
* EcDev	= Dept. of Economic Development and Intergovernmental Relations (established June 1982)	IGA	= Directorate of Intergovernmental Affairs	* PSC	= Public Service Comm.
ECO	= Executive Council Office	IGR	= Dept. of Intergovernmental Relations (established April 1981 abolished June 1982)	* Renewable	= Dept. of Renewable Resources
* Education	= Dept. of Education (also known as "Education, Recreation, and Manpower")	Infor	= Dept. of Library and Information Resources (till November 1981)	TED	= Dept. of Tourism and Economic Development (abolished June 1982)
* Fin, Finance	= Dept. of Finance	* Just, Justice	= Dept. of Justice	TED/ERPU	= TED, plus Economic Research & Planning Unit (apparently semi-autonomous till mid 1979)
* G Serv	= Dept. of Government Services	LandC	= Land Claims Secretariat (semi-autonomous unit under IGA)	* THCR	= Dept. of Tourism, Heritage & Cultural Resources (established June 1982)
Health	= Dept. of Health (abolished June 1980)			* WCB	= Workers' Compensation Board
Human	= Dept. of Human Resources (abolished June 1980)				

NOTE: Those 16 departments and agencies marked '\*' existed on June 29, 1982. The Legislative Assembly Office, Independent of Cabinet, is the seventeenth. [Prepared by Executive Council Office, June 30, 1982.]

November 1978 to June 1982

CHANGES IN MEMBERSHIP  
OF  
EXECUTIVE COMMITTEE  
AND  
EXECUTIVE COUNCIL  
(‘CABINET’)

DATE	EVENT	CO or OIC	NEW COMPOSITION (* means not MLA)	PORTFOLIOS (those underlined are new responsibilities)
Late 1978	Hugh Faulkner, (Liberal) Minister of LAND Doug Bell, Deputy Commissioner of Yukon			
Nov. 1/78	FRANK Boyd FINGLAND appointed Interim Commissioner and to Ex Com	CO 1978/267	*Frank Fingland *Doug Bell Flo Whyard Ken McKinnon Jack Hibberd Eleanor Millard	
Nov. 20/78	Yukon Election: 11 Progressive Conservatives (Pearson, Lang, Tracey, Njootli, Graham, McCall, Hanson, Lattin, Hibberd, Taylor, Falle) (Hibberd resigns April 1981; Njootli becomes Independent April 1982) 2 Liberals (McKay, McGuire) (Veale replaces McKay in March 1981 by re-election) 1 N.D.P. (Penikett) (Kimmerly wins Oct. 1981 by-election replacing Hibberd) 2 Independent (Byblow, Fleming) (Byblow joins NDP Sept. 1981; Fleming joins PC's Nov. 1981)			
Dec. 13/78	Twenty-Fourth Session of Legislative Assembly			
Dec. 14/78	4 MLA's appointed to Executive Committee	under 1976/239 and 1977/255	*Fingland *Bell Pearson Tracey Lang Njootli	
	Christopher William (CHRIS) PEARSON	1978/294		
	HOWARD Charles TRACEY	1978/291		
	Hector Daniel (DAN) LANG	1978/293		
	GRAFTON NJOOTLI	1978/292		

... cont'd



DATE	EVENT	CO or OIC	NEW COMPOSITION	PORTFOLIOS
			(* means not MLA)	(those <u>underlined</u> are new responsibilities)
Jan. 20/79	IONE Jean CHRISTENSEN replaces Fingland as Commissioner, and member of Ex Com Faulkner somewhat narrows Commissioner's terms of reference	1979/12	*Christensen *Bell Pearson Tracey  Lang Njootli	Fin, PSC, ECO, Just, LandC, Audit, Native, Comm, Const G Serv, Liquor, IGA, WCB Pipeline TED/ERPU, Renewable, Consumer, Education Infor HPW, Municipal, Housing Health, Human, Education, Infor
Feb. 19/79	ExCom expanded to 2 appointed and 5 elected members	1979/27		
Feb. 16/79	New conflict of Interest guidelines amend CO 1976/239 (divestiture of business interests within 6 months of appointment to Ex Com)	1979/24		
Feb. 19/79	Douglas Roy (DOUG) GRAHAM appointed to ExCom  Portfolios slightly changed. Commissioner gives up Land Claims to Government Leader and Justice to an elected member.	1979/28	*Christensen *Bell Pearson Tracey Lang Njootli Graham	Finance, PSC, ECO, Audit, Native, Const G Ser, Liquor, IGA, WCB Pipeline, Land Claims TED/ERPU, Renewable, Consumer HPW, Municipal, Housing Health, Human Education, <u>Justice</u> , Infor
May 29/79	GRAFTON NJOOTLI resigns.	1979/115	*Christensen	(See June 15)
June 11/79	MEG Sutherland McCall appointed	1979/115	*Bell Pearson Tracey Lang Graham McCall	
June 15/79	HOWARD TRACEY resigns	1979/139 (July 10)	*Christensen *Bell Pearson Lang Graham McCall	Fin, PSC, ECO, Audit, Native, Const G Serv, Liquor, IGA, WCB Pipe, LandC, <u>Renewable</u> , <u>TED/ERPU</u> HPW, Municipal, Housing Education, Justice, Infor, <u>Consumer</u> Health, Human
May 1979	Federal election - Progressive Conservatives elected			
June 18/79	Pearson writes to Jake Epp (new Minister of IAND)			

... cont'd



DATE	EVENT	CO or OIC	NEW COMPOSITION (* means not MLA)	PORTFOLIOS (those <u>underlined</u> are new responsibilities)
Oct. 9/79	Jake Epp letter outlining new terms of reference for Commissioner			
Oct. 9/79	IONE CHRISTENSEN resigns			
Oct. 22/79	"Executive Committee" abolished. (CO becomes OIC; note new numbering system)	1979/01		
	"Executive Council" established. (Appointed Commissioner & Deputy or Administrator no longer members)			
	Fifth MLA added	1979/02		
	Christopher William Pearson (President)	1979/03	Pearson	<u>Finance</u> , <u>ECO</u> , <u>PSC</u> , <u>Pipe</u> , <u>IGA</u> , <u>LandC</u>
	Hector Daniel Lang	1979/04	Lang	<u>HPW</u> , <u>Municipal</u> , <u>Housing</u> , <u>Liquor</u>
	Douglas Roy Graham	1979/05	Graham	<u>Education</u> , <u>Justice</u> , <u>InfoR</u> , <u>G Serv</u>
	Margaret Eileen Sutherland McCall	1979/06	McCall	<u>Health</u> , <u>Human</u> , <u>WCB</u>
	Peter John (SWEDE) HANSON	1979/07	Hanson	<u>Renewable</u> , <u>TED</u> , <u>Consumer</u>
Dec. 1979	Minor portfolio shuffle		Pearson Lang Graham McCall Hanson	<u>Finance</u> , <u>PSC</u> , <u>ECO</u> , <u>Pipe</u> , <u>IGA</u> , <u>LandC</u> <u>HPW</u> , <u>Municipal</u> , <u>Liquor</u> , <u>Housing</u> <u>Education</u> , <u>Justice</u> , <u>InfoR</u> , <u>GServ</u> , <u>Consumer</u> <u>Health</u> , <u>Human</u> , <u>WCB</u> <u>Renewable</u> , <u>TED</u>
Feb. 18/80	Federal election - PC's defeated John Munro new (Liberal) Minister of IAND			
May 13/80	SWEDE HANSON resigns	1980/129 (May 20)		
May 20/83	Edward Geoffrey (GEOFF) LATTIN appointed	1980/130	Pearson Lang Graham McCall Lattin	<u>Finance</u> , <u>ECO</u> , <u>PSC</u> , <u>Pipeline</u> , <u>IGA</u> , <u>LandC</u> <u>Renewable</u> , <u>TED</u> <u>Education</u> , <u>Justice</u> , <u>InfoR</u> , <u>GServ</u> , <u>Consumer</u> <u>Health</u> , <u>Human</u> , <u>WCB</u> <u>HPW</u> , <u>Municipal</u> , <u>Housing</u> , <u>Liquor</u>
June 1980	Departments of Health and Human Resources amalgamated			

DATE	EVENT	CO or OIC	NEW COMPOSITION (* means not MLA)	PORTFOLIOS (those <u>underlined</u> are new responsibilities)
Oct. 14/80	WCB taken over by Graham from McCall			
Dec. 19/80 Dec. 30/80	Doug Beil appointed Commissioner for 2 years (and no longer Administrator)	P.C. 1980-3540		
Jan. 30/81	DOUG GRAHAM resigns	1981/47 (Feb.9)	Pearson Lang McCall Lattin	Finance, PSC, ECO, Pipeline, IGA, <u>Justice</u> <u>Renewable</u> , TED, <u>GServ</u> , <u>Consumer</u> , <u>WCB</u> Human, Education, <u>InfoR</u> HPW, Municipal, Housing, Liquor
Mar. 27/81	Revised terms and conditions and Code of Ethics for members (1976/239 revoked)	1981/85		
Apr. 1/81	Intergovernmental Relations department formally established. Incorporates Pipeline Office and Land Claims			
Apr. 16/81	Government Leader tables "Executive Council Code of Conduct Regarding Conflict of Interest" (this is different from OIC 1981/85 and does not have legal force)			
May 6/81	HOWARD TRACEY appointed	1981/115	Pearson Lang McCall Lattin Tracey	Finance, PSC, ECO, IGR <u>Renewable</u> , TED Human, Education, <u>InfoR</u> HPW, Municipal, Housing, Liquor <u>Justice</u> , <u>GServ</u> , <u>Consumer</u> , <u>WCB</u>
Nov. 12/81	Library and Information Resources renamed Heritage and Cultural Resources			
Nov. 12/81	Herbert Kitchener (BERT) LAW appointed Administrator of Yukon to act in Commissioner's absence	P.C. 1981-3236		
Apr. 21/82	Yukon election called			

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DATE	EVENT	CO or OIC	NEW COMPOSITION (* means not MLA)	PORTFOLIOS (those <u>underlined</u> are new responsibilities)
June 7/82	Yukon Election:	9 Progressive Conservatives (Pearson, Lang, Tracey, Falle, Phillipsen, Firth, Brewster, Ashley, Nukon)		
		6 N.D.P. (Penikett, Byblow, Kimmerly, Joe, Porter, McDonald)		
		1 Independent (Taylor)		
		0 Liberals		
June 18/82	GEOFF LATTIN and MEG McCALL formally resign	1982/182 1982/183		(Lang takes Lattin's portfolio Tracey takes McCall's)
	Slight change in wording in OIC establishing Executive Council. (1979/02 revoked)	1982/184		
June 28/82	Major shuffle of deputy ministers and reorganization of government departments. (Total reduced by one). Departments with new names:			
	- Economic Development and Intergovernmental Relations			
	- Tourism, Heritage and Cultural Resources			
	- Highways and Transportation			
	Records moved from Heritage and Cultural Resources to Government Services. Public Works moved from Highways and Public Works to Government Services. Weigh Scales moved from HPW to Consumer. Women's Bureau moved from Education to Justice. Public Affairs Bureau moved from Government Services to Executive Council Office.			
June 29/82	New Cabinet appointed:			
	Chris Pearson (President)	1982/201		Finance, PSC, ECO, EcDev
	Dan Lang	1982/202		<u>Municipal</u> , <u>Highways</u> , <u>Housing</u> , <u>Liquor</u>
	Howard Tracey	1982/203		<u>Human</u> , <u>Renewable</u> , <u>GServ</u>
	Beatrice A. (BEA) FIRTH	1982/204		<u>Education</u> , <u>THCR</u>
	CLARKE Leslie ASHLEY	1982/205		<u>Justice</u> , <u>Consumer</u> , <u>WCB</u>



## COMMISSIONERS OF THE YUKON TERRITORY

	Appointed
Major J.M. Walsh	August 17, 1897
William Ogilvie	September 1, 1898
James Hamilton Rose (Resigned and elected first Member of Parliament Parliament December 2, 1902)	March 11, 1901 - 1902
Frederick Tennyson Congdon (Resigned to contest seat for Member of Parliament)	March 1, 1903 - October 29, 1904
William Wallace Burns McInnes	May 27, 1905 - December 31, 1906
Alexander Henderson	June 18, 1907 - 1911
George Black (Went overseas with own company in 1915)	1912
George N. Williams (Appointed Administrator during Mr. Black's absence)	1916
George P. MacKenzie	1918 - 1924
(Positions of Commissioner and Gold Commissioner combined in 1918 to be styled Gold Commissioner)	
Percy Reid	1924 - Died in 1927
George A. Jeckell (Acting Gold Commissioner)	1928
George I. MacLean	1929 - 1932
George A. Jeckell	1932 - Retired July 1946
(Positions of Gold Commissioner and Comptroller combined in 1932 to be styled Comptroller)	
(Changed spelling to Controller in 1937)	
John E. Gibben (Appointed Judge Yukon Territorial Court)	1946 - 1950
A.H. Gibson (Appointed Police Magistrate for Yukon Territory)	1950 - 1951
Fred Fraser	1951 - 1952
W.G. Brown	1952 - 1955
F.H. Collins	June 15, 1955 - May 1962
G.R. Cameron	May 1, 1962 - May 31, 1966
James Smith	1966 - 1976
A.M. Pearson	1976 - 1978
Frank Fingland	1978 - 1979
Ione Christensen	1979 - (served 6 month term)
Doug Bell	1980 -

SECTION III



## HISTORICAL REVIEW - INDIAN ADMINISTRATION BY GOVERNMENT

## BEFORE CONFEDERATION

A. Genesis of Administration

English and French policies toward Indian groups on this continent during the volatile period of the mid 1600's provides the first point of direction for Indian administration in the Americas. With a background of intense colonial development and the growing threat of war fostered by the aggressive imperialism of many of Europe's nations, the need to assure the allegiance of Indian people became a serious concern.

In 1670 King Charles II instructed the governor of the North American colonies to:

1. maintain peace and do not give any just provocation to any Indians at peace with Britain;
2. protect Indians from adversaries; and
3. instruct the Indians in, and invite them to, the Christian religion.

This acknowledged that Indian people had "use" rights to lands, that they were to be kept free from provocation, they were to be maintained as allies by means of presents and promises (leading to the establishment of an Indian department), and they were to be brought the "knowledge of God".

The French differed in that French policy did not recognize any Indian possession or rights to the "conquered" territory.

The British government, in an effort to action their concerns, appointed a staff of officers who could deal directly with the Indians and become specialists in diplomatic relations with them. The first special commissioner was Arnout Cornelius Veile, who was appointed commissioner to the five nations in 1689. The government of the colony of New York in 1696 appointed four commissioners to superintend Indian Affairs, but by 1739 this number had increased to 30.

Later, it was found necessary to establish an office solely devoted to the administration of Indian Affairs, and in 1755 Sir William Johnson (originally appointed a commissioner by governor Clinton of New York in 1726) 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 (1776), the Indian office was removed to Canada. From that time on, a continuing administrative organization has been maintained for the protection and advancement of the Indian people.

B. Royal Proclamation of 1763

The Royal Proclamation in 1763 contained special provisions concerning Indian people in the new colonies of Quebec, East Florida, West Florida, and Granada. It received royal assent on October 7, 1763, and stated that:

... Indians should not be molested or disturbed in the possession of such parts of our Dominion and territories as not having been ceded to or purchased by "us", and are reserved to them or any of them as hunting grounds.

In fact, it set aside the entire area from the Appalachians to the Mississippi as "Indian Hunting Grounds".

This statement was the first on aboriginal rights. It contained three essential elements of Indian policy:

1. Certain lands were to be reserved to Indians (traditional hunting grounds);
2. Indians were not to be disturbed in their possession of lands reserved to them;
3. Only the Crown could acquire the interests of the Indians in the lands reserved to them; ultimate title was, in accordance with the English law of real property, considered as vested in the Crown.

C. Imperial Policy 1775 - 1830

In 1775, in instructions to Governor Carelton, an outline of an administrative structure for the purposes of Indian Affairs was provided by the Crown. It included a hierarchy of superintendents, deputy superintendents, commissioners, interpreters and missionaries. This comprehensive set of instructions provided the basis for Imperial policy regarding Indians for almost 60 years. The Indian department was under military control officially in 1816, and its activities were directed almost exclusively towards the maintenance of Indians as allies. Then, in 1830, the department was split into two units - one for Upper and one for Lower Canada, and placed under civil administration by the then Secretary of State for the colonies, Sir George Murray.

D. Civil Administration 1830 - 1860

Civil administration brought about new directions in philosophy. The aims were no longer to keep Indians at bay and as a buffer



zone, but now were to educate them and civilize them. As well, by means of treaties, to pave the way for the orderly settlement of the colony while protecting the Indians' rights to occupy certain parcels of land. The civilization of the Indian became the goal of the Department (it was felt to be a moral duty). As well, it was felt that the civilization process would only take one generation.

After the Act of Union which united Upper and Lower Canada in 1841, a major inquiry was launched to decide whether the Indian Department should be continued and if so, whether special legislation respecting Indians was required. This was the Royal Commission appointed by General Sir Charles Bagot in 1842. Indian Affairs were placed under the orders of the civil secretary of the Governor General, the two provinces (Upper and Lower Canada) were joined and the business was thereafter conducted from the seat of government. It was decided to further protect Indians with special laws dealing with liquor and preventing whites from settling in Indian villages. To that end, in 1850, "An Act for the better protection of the lands and property of the Indians in Lower Canada" and "An Act for the protection of Indians in Upper Canada from imposition and the property occupied or enjoyed by them from trespass and injury" were passed August 10th of the year. Then in 1857 "An Act to encourage the gradual civilization of the Indian tribes in this Province and to amend the laws respecting Indians" was passed. These all served to civilize the Indian and encourage enfranchisement (loss of franchise).

Contemporaneously, treaties were being signed between the Indians and representatives of the Crown in which the Indians agreed to refrain from war, or surrender their claims to the land of the region, in return for government guarantees to such things as military protection, goods, money, hunting, trapping and fishing rights, throughout the region, and/or more specific rights to

smaller areas of land in the region. This was a period of near desperation for the Indians - buffalo herds were disappearing and illness among them was rampant, as was periodic starvation. These treaties were signed to protect further the Indians during this horrendous period.

To this point in history, two main types of treaties had been signed:

- early maritime treaties signed in the early 1700's (essentially peace treaties),
- the Upper Canada treaties (the late 1700's) and the treaties signed in the South Vancouver Island area in the mid 1800's.

Legislation was being developed on a piecemeal basis. In order to try to deal with Indians in a manner that was common across almost all areas "An Act Respecting Civilization and Enfranchisement of Certain Indians" was passed in 1859. It consolidated all existing legislation dealing with Indians, but NOT land reserved for Indians. It had sections dealing with debt, liquor, pawns for liquor, presents and enfranchisement.

E. Administration in Canada 1860 - 67

Then in 1860, "An Act Respecting the Management of Indian Lands and Property" was passed vesting the superintendence of Indian Affairs in the Commissioner of the Crown Lands Department on July 1st, making him the Chief Superintendent of Indian Affairs. The Hon. P.N. Vonkonghnet, Hon. Geo. Sherwood, Hon. William McDougall, and the Hon. Alexander Campbell successively occupied this position. After this date the Imperial Government was no longer responsible for the management and expenses of Indian Affairs in Ontario and Quebec. The Province of Canada was now responsible.



In other parts of the country, such Indian Affairs administration as existed was under the management of the various provincial or colonial jurisdictions.

#### Indian Administration Since Confederation - General

Confederation occurred on July 1st, 1867. The Dominion of Canada was created by the British North America Act. In the B.N.A. Act, section 91, subsection 24, gave to the Federal Parliament exclusive legislative jurisdiction in relation to Indians and lands reserved for Indians. Administration of Indian Affairs was made the responsibility of the Federal Government of Canada through the Department of the Secretary of State. The title of Superintendent of Indian Affairs was revived. Hon. H.L. Langevin, Hon. Joseph Howe and the Hon. T.N. Gibbs, who were Secretaries of State, were also Superintendents General of Indian Affairs. Then in 1873 it became the responsibility of a branch of the Department of the Interior, under the direction of the minister, with the exception of 1878 - 1885, when the Rt. Hon. John A. MacDonald, President of the Privy Council, was the Superintendent General.

The Province of Canada Treaties of the mid 1800's, and the post-Confederation "numbered" treaties of the latter half of the 19th and early part of the 20th centuries, were relatively complex agreements in which the Crown representatives promised annuities, game and other rights, and reserves, as well as cash grants for land surrendered.

As these treaties were being signed, all laws respecting Indians were again consolidated in 1876. This consolidation coincided with the expansion of federal government jurisdiction -- first to the Maritimes and then to the West. The 1876 law had three main concerns:

1. membership,
2. lands, and
3. local government.

In 1880 another Act was written called the Indian Advancement Act. Also that same year a separate Department of Indian Affairs was established. It continued in existence as a separate department until 1936, when it again became a branch, this time of the Department of Mines and Minerals. Then in 1946 it became a branch of the Department of Citizenship and Immigration. The 1880 Act became the framework for all future Indian Acts, until the Act was rewritten 71 years later. It was, however, amended annually.

A special committee, 1946 - 48, made numerous recommendations towards passing a new Indian Act. In 1950 a Bill #267 went before Parliament and was loudly and vociferously argued, to such a point that another Bill was introduced after much, varied consultation with Indian groups. In 1951 the new Bill, #79, was passed after only three days of debate on May 17.

The new Indian Act still protected Indians from alienation, Indian property from depredation, and provided for a form of local government as well as a system for ending Indian status. It no longer contained the restrictive provisions of the earlier Acts (those dealing with liquor, sales of produce, aboriginal dancing, ceremonies, et al).

The powers of the Minister and the Governor-in-Council remained formidable - over half the Act was at their discretion.

In 1960 the Government of Canada extended the federal franchise (vote) to status Indians. It was claimed as a great victory for social justice. It is important to note that in 1885 male Indians who lived on Reserves had been given the right to vote in the very

same way as other male British subjects living in Canada, and that they exercised this right until 1898 (through the Electoral Franchise Act of July 4, 1885). They were enfranchised in 1898 when provincial voting qualifications were made the prerequisite of the Dominion Vote - only the Indians of Nova Scotia had uninterrupted franchise from 1885.

1966 was the year the present day D.I.A.N.D. was formed, and in 1969 a government "White Paper" was written to initiate discussions on revisions to the Indian Act. In 1982, on April 17, the Canadian Constitution was patriated by H.R.H. Elizabeth II. It was preceded by intensive, emotional jurisdictional and moral battles among Indians, Provinces, the Federal Government and the British Parliament. Lobbying by all manner of interest groups occurred at a very highly visible and impactive level. S. 25 of the Canadian Charter of Rights and Freedom says:

..."The guarantee in this Charter of certain rights and freedoms shall not be construed so as to abrogate or derogate from any aboriginal, treaty or other rights or freedoms that pertain to the aboriginal peoples of Canada including (a) any rights or freedoms that have been recognized by the Royal Proclamation of October 7, 1763; and (b) any rights or freedoms that may be acquired by the aboriginal peoples of Canada by way of land claims settlement"...

On March 15 and 16, 1983, the first ever change to the patriated Canadian Constitution as a result of an accord reached by representatives of Canada's aboriginal people and Canada's First Minister's Conference (federal and provincial) was signed by all parties with the exception of the Premier of Quebec.



The accord reached provides for:

- Another First Minister's Conference with Native leaders will be held within one year to discuss such issues as definitions of aboriginal rights and title to land, and self-government. At least two more conferences on Native constitutional matters will be held by 1987.
- The commitment that Native leaders will participate with First Ministers in a constitutional conference before any amendments are made to parts of the constitution dealing exclusively with aboriginal people.
- The constitution will be amended to ensure that aboriginal and treaty rights will be guaranteed equally to men and women.
- It will also ensure that rights acquired through existing and future land claims settlements are recognized and affirmed in the constitution.
- The agreement allows bilateral and other forms of discussions or agreements between governments and the various aboriginal people including a bilateral process between the Government of Canada and the aboriginal groups.

#### Indian Administration Since Confederation - The Yukon

The Canadian Government purchased Rupert's Land from the Hudson's Bay Company in 1870. The Company which had exercised almost sovereign rights in the vast territory for 200 years maintained its commercial advantage without monopoly, but the administration of civil affairs passed to the federal government. Early in the 20th century the territory held by Ontario, Manitoba, Saskatchewan



and Alberta reached north to the 60th parallel. The present Northwest Territories were created, and include the Arctic Islands transferred to Canada by the United Kingdom in 1880. The Yukon was made a separate territory by an Act of Parliament in June 1898. Under the terms of the British North America Act of 1867, the administration and welfare of the Indians living in both territories was a federal responsibility.

Gold was discovered in the Yukon in the 1850's, and there was some prospecting, but it was not until the discoveries of 1896 that a gold rush began. Thousands of gold-seekers from every part of the world poured into the Klondike. Inspector Charles Constantine of the North West Mounted Police, who had been in the Yukon in 1894, was sent back again. He was empowered to act for "the Superintendent General of Indian Affairs in the Yukon country, to deal with the Indians in that country, and to take such action as he can within the law, as may seem to him advisable in their interest; it being understood that no authority has been given him to make or negotiate any treaty with any of the Indians of that country, or to incur any expenditure or bind the Department of Indian Affairs or the Government of Canada to any expenditure other than may be absolutely necessary for the relief of actual cases of destitution".

During the late 1890's and early 1900's, the Bishop of Mackenzie River, the Right Reverend W.C. Bompas, requested help for the Yukon Indians in the form of medical attention, relief, land and education. The North West Mounted Police were given the task of granting relief and medical attention under the supervision of the Commissioner of the Yukon Territory. Sites for woodlots and settlements were set aside for the use and benefit of Indians only. In 1914 an Indian Superintendent took up residence in Dawson. The location of the Indian superintendency shifted to Whitehorse at the time Whitehorse became the new capital of the territory, in 1955.

As early as 1912, a Yukon district can be identified as per Sessional Paper No. 21a, Department of Marine and Fisheries - 2 George V, A. 1912 (see Figure A below).

Figure A

## YUKON DISTRICT

No.	Name	Where Situated	Area, acres
1	Lake Laberge .....	Upper end of Lake Laberge .....	320
2	Moosehide Creek ..	3 m. below Dawson .....	160
3	McQuesten .....	Confluence of Stewart and McQuesten rivers ....	320
4	Caribou Crossing .	S. shore Nares Lake, at Carcross .....	160
5	Lot 387, Group 2 .	Fourth cr., about 3 m. below Moosehide village	640

Pg. 549, Handbook of Indians In Canada

Sessional Paper No. 21a

In 1966, with the formation of the present department, the Yukon was administered from the British Columbia Region as a district until the formation of the Yukon Region in 1971. In 1979, under departmental orders, the Indian communities of Good Hope Lake and Lower Post in British Columbia were added to the Region.

The Yukon Region commenced operations with a staff of nine persons, including a regional director, two field officers, a finance officer, an economic development officer, an education and vocational counsellor, two clerks and a secretary.

The succession of regional directors follows:



## YUKON REGION - INDIAN AND INUIT AFFAIRS REGIONAL DIRECTORS

Ivan Kirkby	-	1971-72
Tom Moffat	-	1972-72 (Acting)
R.B. Kohls	-	1973-75
B. Morin	-	1975-76 (Acting)
Elijah Smith	-	1976-77
P. Fontaine	-	1977-79
Ed Daggit	-	1979-80
A. McDiarmid	-	1980-81 (Acting)
Oliver J. Nelson	-	1981-

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SECTION IV



## THE YUKON ECONOMY

## SETTING

Except for the 100 km. wide, uninhabited coastal plain along the Beaufort Sea, Yukon is an extension of the Western Cordillera, the same mountainous region to which most of British Columbia belongs. Most of the territory lies in the Yukon River basin which lies between the 6000 m. St. Elias Mountains in the southwest and the Selwyn and Richardson Mountains along the Yukon-Northwest Territories boundary. The southeastern part, however, lies in the Liard River watershed, part of the Mackenzie River Basin. The Peel River, another tributary of the Mackenzie, drains an uninhabited part of northeastern Yukon.

Yukon is home to about 24,000 people. Between 1976 and 1981, the population increased by 6.0 per cent - essentially the same rate of increase as Canada (5.9 per cent). The population of Whitehorse grew by 11.3 per cent during that period. Whitehorse, which with almost 15,000 people is the largest city in Canada north of 60°, accounted for 64 percent of the territory's population in 1981. Faro is the only other Yukon community with over 1,000 people, although its population is likely to soon drop sharply because of a closure of the Cyprus-Anvil mine, which provided the economic base for the community.

Ninety-nine per cent of Yukoners live in the forested, southern and central part of the territory, where all communities except Old Crow are located. The latter is situated along the Porcupine River, a tributary of the Yukon, in the Alpine tundra region, although the Porcupine Valley itself has patches of needleleaf trees, birches and willows.

Yukon's climate is moderate compared with much of Canada's north, but is cold nevertheless. Average temperatures in Whitehorse, for example, range from -19°C in January to 14°C in July, about 6 to 8 degrees colder than Ottawa. Almost the entire territory has scattered,

widespread or continuous permafrost, although continuous permafrost is confined to the area north of the Arctic Circle.

Remoteness is an inescapable fact of life in Yukon, even though all Yukon communities, except Old Crow, are on the all-weather road network that connects with southern Canada and Alaska via the Alaska Highway. The larger centres have scheduled air service. The White Pass and Yukon, a narrow-gauge railway between Whitehorse and Skagway, Alaska, which opened during the Gold Rush, is the only railway. It has recently ceased operations because of a drastic decline in outbound mineral traffic. In all communities, the distances from the south greatly add to the cost of living and doing business. A return flight between Edmonton and Whitehorse, for example, costs \$440, regular fare. The road distance is 1677 km. Not only does the added transportation cost of bringing goods from the south to the Yukon make them expensive, but the labour force imported from the south demands additional compensation for the psychological costs associated with life in a remote area and to cover the cost of trips south. The mineral resources, which have formed the backbone of the Yukon economy, are costly to explore in such a remote region, and cannot be brought into production without large investments in infrastructure. Forest and fish resources also suffer from distance from markets in addition to their initial disadvantage of the low biological productivity which is characteristic of the North.

#### STRUCTURAL FEATURES

Affecting its prospects in both the long and short term run is the fact that the Yukon economy is strongly dependent on public sector investment, income and employment, and on mining, a sector in which Canada's comparative advantage has decreased, and in which international markets, to which most of the Yukon's output is directed, have become less stable.

Government is the largest employer in Yukon, providing jobs for approximately 4,100 residents in September, 1982, or almost 40% of the total employment in the territory. The Territorial Government accounts

for about 60% of the total government employment. Education, highways and public works, and health and human resources programs account for two-thirds of the Territorial Government's person-years planned for 1982/83. The federal agencies with the largest numbers of employees in 1982/83 are National Health and Welfare, Indian and Northern Affairs, the R.C.M.P., the Department of Transport and the Department of the Environment.

Primarily because of depressed world market conditions, the major mines of the Yukon are now closed. Nevertheless, mining must still be viewed as the Territory's most important private sector activity. The gross value of mineral production in 1981 was \$308 million, a decrease from a peak value of \$364 million in 1980, although still the second highest level ever recorded. As recently as the third quarter of 1981, the 1,753 persons employed in mining accounted for 15 per cent of total employment. The importance of mining goes well beyond such direct employment, however, as a portion of government and service employment is also linked to the mining industry. With the recent severe decline in hardrock mining, most other sectors have suffered. The October, 1982 closure of the White Pass and Yukon Railway, which had been trucking the ore concentrates of the Cyprus Anvil Mine from Faro to Whitehorse, from where they went by rail to tidewater at Skagway, is a direct result of the crisis in mining.

Placer mining is also important in Yukon, although the value cannot be ascertained because only part of the annual output enters the market. The increase in gold prices in the late 1970's greatly accelerated this activity, but it had declined again in the past year by approximately one-third. Mineral exploration has also been curtailed by half, compared with its 1981 level.

After mining and government, tourism is considered to be the third most important sector of the Yukon economy. Mountain scenery, wildlife and a colourful history have made Yukon an important tourist destination. Tourist expenditures were estimated to be \$51 million in 1981, and the 1982 season seems to have been reasonably good as well.

Yukon, especially Whitehorse, also has a full range of service industries in the private sector. The rationale for many of these industries is provided by government, mining and, to a more limited extent, tourism. However, the importance of tourism to services such as motels and restaurants should not be overlooked. Transportation industries employ a higher percentage of the labour force than in Canada as a whole. Manufacturing industries are negligible, with only about 100 employees. Construction industries, however, are an important employer, especially in more prosperous times than Yukon is experiencing at present.

Forestry and commercial fishing industries are small. There are about 20 sawmills scattered throughout southern Yukon. There is also a single fish processing plant, in Dawson, which utilizes the salmon resources of the Yukon River. Freshwater fish also support a small commercial fishery in the Southern Lakes area. There is limited agriculture, but no agricultural sector to speak of.

Oil and gas have been discovered in the Eagle Plain area, which lies in the Dempster Highway corridor near the N.W.T. border, but not in commercial quantities. In the extreme southeast corner of the territory, the Kotaneelee Gas Field provided the Yukon's only producing well in 1979 and 1980. Gas from this well and from the Pointed Mountain Gas Field nearby in the N.W.T. was piped through the Westcoast Transmission System to B.C. and American markets. The Pointed Mountain field is still in limited production, but production from the Kotaneelee field was suspended in December, 1980. There has been no further exploration for oil and gas in this area, or elsewhere in the Yukon, since 1980. However, over the longer term, continued exploration and eventual production of oil and gas in the Beaufort region could yield significant benefits to Yukon.

Existing as a parallel, activities to the modern industrial/commercial economy are the traditional native activities of trapping, hunting and fishing. Yukon's 5,000 - 6,000 status and non-status Indians rely on these activities for subsistence and cash income to a significant



extent. The value of fur production, most of which is in Native hands, was \$927,000 in 1978-79. Estimates of the value of subsistence hunting and fishing have been attempted, but have not turned out to be reliable.

While there are large income disparities in Yukon, average personal income is much higher than the Canadian average. Based on personal income tax returns for 1980, which exclude certain types of non-assessable forms of income which are especially important in the North, per capita income in the Yukon was \$9,976 compared to \$8,080 in Canada as a whole. The average weekly earnings in May 1982, in firms with 20 or more employees, were \$562.60 in the Yukon, compared to a Canadian average of \$387.42. Average family income in 1970, the latest year for which such data is available, was \$11,194, or 17 per cent above the Canadian average. Although costs of living are also high, the additional benefits which many residents enjoy, and the high wages and salaries, have more than compensated for the higher living costs.

Yukon's high personal incomes have enabled the territory to generate a higher per capita level of revenue from its own sources than most provinces, if natural resource revenues, to which the territory has no access, are excluded from consideration. Nevertheless, because there are only some 24,000 Yukoners to bear the high costs of government in the territory, there is a strong reliance on fiscal transfers from the federal government. Such transfers provided over 60% of the Territorial Government's revenue in 1981-82, a higher percentage than in any of the have-not provinces, and three times as high as the percentage of all provincial government revenue which came from the federal government. This high level of federal transfer payments to the Yukon Government is also supplemented by high levels of direct federal expenditure in the Yukon. The expenditure of federal agencies for 1981-82, for which the Yukon was "the location of principal benefit", was estimated at \$112,351,000, or almost \$5,000 for each resident of the Yukon. The comparable figure for planned expenditure in 1982-83 was \$123,158,000, about \$5,300 per capita. The per capita deficit on all government activity in the Yukon has been estimated to

be \$4,740 in 1980, a much higher figure than the per capita deficit on government activity in the poorest provinces.

## SPECIFICS ON YUKON PEOPLE OF INDIAN DESCENT

### DEMOGRAPHY

Approximately 25% of the population of Yukon is comprised of people of native Indian descent. Of these, more than 3,300 are status Indians as defined by the Indian Act of Canada. These figures vary from reports by Statistics Canada, 1981 Census, which indicate 17% of the population to be of native origin, and 2,770 to be status Indians. The higher figures are assumed to be more accurate because:

1. approximately 6,000 native people have already been registered as beneficiaries to the CYI Comprehensive Claim;
2. Statistics Canada representatives acknowledge problems in obtaining valid native statistics; and
3. status Indians may retain band membership and be resident elsewhere for periods of time.

The permanent status Native population is distributed, unevenly, among 14 communities. Since band lists are maintained primarily for the purpose of administering individual benefits, and not for planning purposes, it is difficult to ascertain sex and age distributions for each band. Table 1 shows an approximate population distribution among Yukon status Indian bands according to available band lists.

Complete 1981 Census data on families and households are not yet available. It is known, however, that British Columbia and the Northwest and Yukon Territories have the highest percentage of lone-parent families in Canada, with more than 80% of those being headed by females. There is an equal, if not greater-than-average percentage of lone-parent families among the status Indian population. This is due in part to the reluctance of status Indian women to forfeit

their status and that of their children by marrying non-status or white men. (This will now change as a result of the 1983 Constitutional accord).

#### INCOME

Annual incomes of Native Yukoners are much lower than for non-natives. There are many reasons for the disparity - both historic and structural. These include:<sup>1</sup>

- ° a government administration system that, in the past, has contributed to isolation and dependence among status Indians;
- ° physical isolation of Native communities from job opportunities;
- ° lack of appropriate skill development;
- ° low literacy rate among Native adults in general, and some Native leaders in particular;
- ° lack of physical and social infrastructure to enable participation in a modern economy, i.e., housing, transportation, vocational skills training, and access to information;
- ° continued reliance on traditional non-wage economic pursuits and lifestyles; and, more recently,
- ° uncertainty regarding aboriginal rights to resources.

The seasonal and/or boom-bust nature of wage employment available to Native Yukoners also contributes to lower annual incomes, since Native people rarely consider migration as an alternative to unemployment when jobs are not available locally.

Current figures on actual and comparative incomes for status Native people recorded in the 1981 Census will be available in the near

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<sup>1</sup> Indian and Northern Affairs Canada. 1980. Indian Conditions, A Survey. Ottawa, Catalogue #R32-45.

TABLE 1

POPULATION DISTRIBUTION AMONG YUKON STATUS INDIAN BANDS  
(According to Available Band Lists)

Band	On Reserve		Total
	On Crown Lands	Off Reserve	
* Atlin	50	132	182
Aishihik	52	30	82
Carcross/Tagish	90	29	119
Little Salmon/Carmacks	221	53	274
Champagne	48	63	111
Dawson	120	80	200
Kluane	77	26	103
** Liard River	457	136	593
Mayo	189	21	210
Old Crow	165	49	214
Ross River	218	13	231
Selkirk	153	143	296
Teslin	213	46	259
Kwanlin Dun	<u>482</u>	<u>47</u>	<u>529</u>
	2,535	868	3,403

Total Status Population = 3,403

Source: D.I.A.N.D. Membership Lists

\* Atlin located in B.C.

\*\* Includes the population of Good Hope Lake and Lower Post, B.C.



future. Prior to the 1981 Census, there was no record to distinguish income statistics for status, non-status and Metis people.

#### PARTICIPATION IN THE LABOUR FORCE

Current data are not available on status Indian participation in the Yukon labour force. However, figures presented to the Special Senate Committee on Poverty, 1970, are presented here as possible indicators, and to provide a basis for comparison with 1981 Census Canada data when they are available.

Table 2 shows the participation of Indian people in the Yukon labour force to be 33% lower than that of other Canadians, and their unemployment rate to be three times higher.

TABLE 2  
INDIAN AND CANADIAN LABOUR FORCE AND EMPLOYMENT  
(On and Off the Reserve, 1961)

	Rate of Employment		Participation Rate		Labour Force*	
	Indian	Canadian	Indian	Canadian	Indian	Canadian
Newfoundland	95.8	91.4	22.2	42.7	72	113,771
P.E.I.	96.0	97.4	19.3	51.3	25	34,339
Nova Scotia	83.6	95.7	24.2	49.7	415	238,750
New Brunswick	89.7	94.1	25.2	48.5	362	179,702
Quebec	79.7	95.5	30.5	52.4	3,259	1,178,710
Ontario	90.3	96.6	34.4	56.8	9,264	2,404,812
Manitoba	84.5	97.2	25.8	55.3	3,868	343,938
Saskatchewan	90.6	98.0	29.1	53.5	4,462	326,736
Alberta	91.5	97.2	32.6	56.9	4,746	491,487
B.C.	84.7	94.7	28.4	51.9	5,847	581,395
Yukon	74.6	94.9	34.0	66.9	418	6,257
N.W.T.	95.0	97.8	30.9	54.2	911	7,463
Canada	87.7	96.1	30.3	54.0	33,649	5,907,360

Source: Department of Indian Affairs and Northern Development; Brief to Special Senate Committee on Poverty 1970, 14:170-71. Reproduced by permission of Information Canada.

\* Number of people 15 and older employed or seeking employment during the week before enumeration.

## OVERALL SITUATION

The annual incomes of Native Yukoners are generally well below those of non-native Yukoners. While some Native people earn relatively high incomes, most represent an economic underclass which, effectively, is unable to compete in business or the labour market. It is not being argued that they should go into business or seek wage employment if they can support themselves by other means, but deriving a significant annual income from subsistence hunting and fishing, and from trapping for cash, is now characteristic of only the smaller communities, and even such communities depend strongly on subsidies. While social problems exist in all native communities, many are particularly acute in some communities such as Whitehorse Indian Village, where welfarism, family breakdown, petty crime, violence, and alcoholism and perpetual confrontations with the law are endemic, and community leaders are nearing the end of a 13 year struggle to relocate to a more liveable and viable site. If this is to change, the disadvantaged social and economic circumstances out of which they must cope with the larger Yukon society must be altered.

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SECTION V

## ISSUES

## OVERVIEW

While there are a considerable number of issues affecting the Yukon Region, this section will not attempt to deal with any but the Yukon Indian Comprehensive Land Claim. Most of the issues are outlined in Section VII - Indian and Inuit Affairs Program - the Yukon Region, as per each function with examples such as housing, management, Kwanlin Dun relocation, to name a few. Indeed, the Land Claim appears several times yet, it so permeates the future of the region it is valuable to specifically outline this as a special item in this section.

## LAND CLAIMS

The Federal Government recognizes those native claims that fall into either of two broad categories: "specific claims" or "comprehensive claims".

The recognition of specific claims stems from the Federal Government's acknowledgement that "lawful obligations must be recognized". Specific claims are those in which Indian Bands allege that the Department of Indian and Northern Affairs has failed to honour its lawful obligations, for example, that certain treaties or agreements have not been fulfilled or have been improperly interpreted. They may also relate to the improper administration of land and other Indian assets by the Federal Government, under the various Indian Acts and Regulations. In general, specific claims arise in those regions of Canada where there are treaties or where reserves have been established: most of the Maritimes, southern Quebec, Ontario, the Prairie Provinces and small parts of British Columbia.

Federal recognition of comprehensive claims is based on a policy statement of August 8, 1973, concerning the loss of traditional use and



occupancy of land in areas where the native interest has never been extinguished by treaty or superseded by law. This interest is variously described as "Indian Title", "Aboriginal Title", "Original Title", or "Native Title".

Comprehensive claims arise primarily in the Northwest Territories, the Yukon, a large part of British Columbia, and northern Quebec. The Federal Government's approach to settling such claims is based on its awareness that the claims are not only for money or land, and because they involve the loss of a way of life, that any settlement must contribute positively to a lasting solution of cultural, social and economic problems.

The Federal Government's position is that these claims must be settled, that the most promising avenue to settlement is through negotiation, and that such negotiations will be on the basis that where traditional native interest in the lands concerned can be established, an agreed form of financial compensation and other benefits will be provided to native people in return for their interest. Agreements reached with Indian and Inuit people on this basis would then be given effect by legislation enacted by Parliament.

The James Bay Agreement signed in 1975 between the Grand Council of the Crees of Quebec, the Northern Quebec Inuit Association, the Federal and Quebec Governments (including three Crown corporations), was the first comprehensive claim to be settled.

To enable claimants to present claims of either type as effectively as possible, the Federal Government has, since 1970, provided loans, contributions and other assistance to Indian and Inuit people so that they can conduct the necessary research, develop and negotiate their claims. A total of nearly \$18 million has been provided to native organizations and Bands for this purpose.

Since 1974, the Office of Native Claims has represented the Government in claims negotiations with native groups and has advised on policies relating to the development of claims.

The Yukon Indian Comprehensive Claim is the dominant issue among Native people in the Yukon region. The Claim concerns the allocation of land rights to renewable and subsurface resources and cash settlements to Native beneficiaries for development purposes.

Unlike other Comprehensive Claims in Canada, the Yukon Indian Claim does not restrict eligibility to status Indians. In addition, one stated objective is to implement the Claim within a one-government system in cooperation with the Yukon Territorial Government. Agreement-in-Principle was reached regarding most items of the Claim by the end of 1982.

Implementation of any land claim agreements will require comprehensive resources, economic and employment development planning at both regional and band levels; thus placing unprecedented demands for Indian and Inuit Affairs's planning assistance to Indian Bands and institutions at a time when budget constraints are severe and at a time when the Yukon would be demobilized immediately after settlement under the terms of the existing Agreement-in-Principle.

Further information on issues of the Yukon region are available in the briefing documents of the Standing Committee of Indian and Inuit Affairs - Ottawa.

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SECTION VI



SECTION VI

## INDIAN COMMUNITIES - PROFILES

This section contains a brief outline of the Indian communities in the Yukon Region. In addition there is an information subsection on the current organizations. Complete profiles are being processed and will become available for reference as a separate book.

The community data presented includes:

Band Name  
Tribal Affiliation  
Chief  
Councillors  
Population (According to Latest Available  
Band Lists)  
Method of Election  
Land Status and Acreage  
Date Reserve Established  
Listing of Programs Administered by Band

Preceding the individual profiles is a master list of the Bands including Chief and Councillors, Band Manager, Band Secretary, address, phone number and welfare administration as applicable, a similar but more limited listing is also provided for the organizations including the two United Native Nations locals for Lower Post and Good Hope Lake. Immediately preceding the profiles is a map of the region for purposes of identifying locations.

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# LISTINGS

BAND	CHIEF	COUNCILLORS	BAND MANAGER	BAND SECRETARY	ADDRESS	PHONE	WELFARE ADMINISTRATION
ATLIN	Sylvester Jack	S. Jack Jr. Douglas Jack Melvin Jack Jackie Carlick	Nancy Tizya	Joyce Hall	P.O. Box 132 Atlin, BC VOW 1A0	651-7615 651-7601	
CARCROSS/ TAGISH	Ann Wally	Patrick James Betty Pope William Atlin	Jane Strong	Roberta Johns	P.O. Box 78 Carcross, YT Y0B 1B0	821-4251	Betty Pope
LITTLE SALMON/ CARMACKS	C. BlackJack	Ken Roberts Bill Fairclough Shirley Bellmore Sarah Coles	Happy Skookum	Gloria Cashin	General Del. Carmacks, YT Y0B 1C0	863-5576	Mary Charlie
CHAMPAGNE/ AISHIHIK	Paul Birckel	Lorraine Allen Harold Kane Moose Jackson Harry Smith Chuck Hume Dorothy Wablsca	Lena Smith	Frances Patterson	General Del. Haines Jct. YT Y0B 1L0	634-2288	Barbara Hume Doris Hume (Assistant)
DAWSON	Percy Henry	John Anderson Robert Rear John Semple		Milly Johnson	P.O. Box 599 Dawson City YT Y0G 1G0	993-5387	Marion Roberts
KLUANE TRIBAL COUNCIL	Billy Blair	Joe Johnson Joyce Tyone Jimmy Enoch Grace Chambers Agnes Johnson	George Johnson	Denise Williams	General Del. Mile 1093 Alaska Highway Burwash Landing YT Y0B 1H0	841-4272	Joyce Tyone
LIARD	Dixon Lutz	Sam Donnessey Danny Lutz Robert Jules Jerry Dickson	Emma Donnessey	Julia Dickson	P.O. Box 328 Watson Lake, YT Y0A 1C0	536-2131	Mary Dick Ann Smith
MAYO	Robert Hager	Peter Lucas Richard Hager Harry McGinty	Bill Larson	Marianne Olson	P.O. Box 124 Mayo, YT MOB 1M0	996-2265	Alla Malancon 996-2316

... 2



L I S T I N G S  
(Continued)

BAND	CHIEF	COUNCILLORS	BAND MANAGER	BAND SECRETARY	ADDRESS	PHONE	WELFARE ADMINISTRATION
OLD CROW	Johnny Abel	Stephen Frost Elizabeth Kay Grafton Njootli	Randall Tetlichl	Renee Frost	General Del. Old Crow, YT YOB 1N0	966-3261 966-3481	Effie Charlie Ruth Charlie (Assistant) 966-3351
ROSS RIVER	Clifford McLeod	John Ecklack Alfred Charlie Millie Pauls George Smith	Helen Etzel	Dorothy McGowan	General Del. Ross River, YT YOB 1B0	969-2278 969-2279 969-2288	Pam Bob Frances Etzel (Assistant)
SELKIRK	Danny Joe	Kathleen Thorpe Linch Currey Franklin Roberts Emma Johnnie Tommy McGinty (Alternate)	Dan VanBibber	Lucy McGinty	General Del. Pelly Crossing YT YOB 1P0	537-3331	Mary Johnnie
TESLIN	Sam Johnston	Dave Keenan John Peter Douglas Smarch	Robert L. Jackson	Bessie Cooley	General Del. Teslin, YT YOA 1P0	390-2532 390-2560	Jane Smarch Madeline Jackson (Alternate)
KWANLIN DUN	Johnnie Smith	Howard Macintosh Annie Burns Jackie Kodwat Wayne Jim Roy Sam Shirley Smith	Marvin J. McDonald	Debra McIntosh	118 Galena Rd. Whitehorse YT Y1A 2W6	667-6465 667-6466 667-6467	Jennifer Ellis Kathy Macintosh
RELOCATION: Robert Naismith (667-6467)							

# ORGANIZATIONS

ORGANIZATION	OFFICERS	NAMES	ADDRESS	TELEPHONE	BOARD OF DIRECTORS
COUNCIL FOR YUKON INDIANS	Chairman Vice-Chairman  Vice-Chairman Vice-Chairman Vice-Chairman	Harry Allen Rose Marie Blair Smith Ray Jackson Mike Smith Willie Joe	22 Nisutlin Drive Whitehorse, Yukon Y1A 3S5	(403) 667-7634 (403) 667-7631	-- --
YUKON INDIAN WOMEN'S ASSOCIATION	President Vice-President Treasurer Secretary	Joyce Tyone Bobby Smith Judy Gingell Marian Sheldon	22 Nisutlin Drive Whitehorse, Yukon Y1A 3S5	(403) 667-7631	--
UNITED NATIVE NATIONS LOCAL 167	President Vice-President Band Manager	Verna Callbreath Ann Johnny Verna Callbreath	P.O. Box 3500 Cassiar, B.C. VOC 1E0	(604) 778-7757	Madge Dennis Larson Johnny Isabel Johnny Newton Carllick Jimmy Dennis Liz Johnny
KASKA DENA COUNCIL	Chairman Vice-Chairman	Peter Stone George Miller	P.O. Box 196 Watson Lake, Yukon Y0A 1C0	(604) 779-3181 (604) 779-3171	Emma McCook Walter Johnny Jim Lutz George MacDonald George Porter
UNITED NATIVE NATIONS LOCAL 143	President Vice-President Secretary Band Manager	Charles Pete Don Miller Alice Carllick Walter Carllick	P.O. Box 489 Watson Lake, Yukon Y0A 1C0	(604) 779-3161  (604) 779-3161)	George Miller Ian Tibbett Sally Johnson Lila Brown Andrew Joe Agnes Ball

BEAUFORT

6-6.

SEA

ALASKA

STOKES  
POINT

OLD CROW

INUVIK

MACKENZIE

NORTH WEST

RIVER

TERRITORIES

YUKON

DAWSON

MAYO

PELLY  
CROSSING

CARMACKS

ROSS  
RIVER

BURWASH  
LANDING

KLUANE  
NATIONAL  
PARK

HAINES  
JUNCTION

WHITEHORSE

CARCROSS

TESLIN

WATSON  
LAKE

LOWER  
POST

GOOD  
HOPE  
LAKE

PACIFIC

OCEAN

BRITISH

COLUMBIA

PREPARED BY : C. CHASE  
ENGINEERING & ARCHITECTURE

INDIAN & INUIT AFFAIRS  
YUKON REGION



BAND: ATLIN

TRIBAL AFFILIATION: Tlingit

CHIEF: Sylvester Jack

COUNCILLORS: S. Jack Junior  
Douglas Jack  
Melvin Black  
Jackie Carlick

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: 3,116.0 Acres Indian Reserve Status

DATE RESERVE ESTABLISHED: 28-04-1916

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	93	93	88	87	
Female	<u>89</u>	<u>82</u>	<u>77</u>	<u>74</u>	N/A
TOTAL	182	175	165	161	

PROGRAMS: Housing, Culture, Water and Sanitation, Welfare Wood,  
Fire Protection, Renovations, Busing, Taku Fishing,  
Recreation, Roads, Administration.



BAND: CARCROSS

TRIBAL AFFILIATION: Tlingit

CHIEF: Ann Wally

COUNCILLORS: William Atlin  
Patrick James  
Betty Pope

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: 160.03 Acres Indian Reserve Status  
12.52 Acres Land Set Aside

DATE RESERVE ESTABLISHED: 17-10-1905

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	63		61	59	58
Female	<u>56</u>	N/A	<u>54</u>	<u>52</u>	<u>52</u>
TOTAL	119		115	111	110

PROGRAMS: Administration, Planning, Core, Water and Sewage, Cross Cultural Co-ordinator, Special ARDA, Six-Mile Reserve, Renovations, Roads, Sanitation, Social Assistance Administration, Transportation, Welfare Wood, Water Delivery, Recreation, Cultural, Carcross Camp, Dewhurst.

BAND: CARMACKS

TRIBAL AFFILIATION: Northern Tutchone

CHIEF: Clyde Blackjack

COUNCILLORS: Ken Roberts  
Bill Fairclough  
Shirley Bellmore  
Sarah Coles

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: 572.73 Acres Lands Set Aside

DATE RESERVE ESTABLISHED: N/A

## POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	133	128	126	125	124
Female	<u>141</u>	<u>139</u>	<u>135</u>	<u>131</u>	<u>129</u>
TOTAL	274	267	261	256	253

PROGRAMS: Core, Administration, Water and Sanitation, Cross Cultural Co-ordinator, Social Assistance Administration, Welfare Wood, Recreation, Renovations.

BAND: CHAMPAGNE/AISHIHIK

TRIBAL AFFILIATION: Southern Tutchone

CHIEF: Paul Birckell

COUNCILLORS: Lorraine Allen  
Harold Kane  
Moose Jackson  
Harry Smith  
Chuck Hume  
Dorothy Wabisca

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside for use and benefit of Native  
People -- 12,882.44 Acres

DATE RESERVE ESTABLISHED: N/A

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	103	105	99	98	95
Female	<u>90</u>	<u>88</u>	<u>83</u>	<u>80</u>	<u>79</u>
TOTAL	193	193	182	178	174

PROGRAMS: Core, Elder's Complex, Housing, Major Renovations, Cross  
Cultural Co-ordinator, Water and Sanitation, Wash House,  
Road Maintenance, Recreation, Welfare Wood, Administration.

BAND: DAWSON

TRIBAL AFFILIATION: Han

CHIEF: Percy Henry

COUNCILLORS: Joan Anderson  
Robert Rear  
John Semple

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside - 1,446.37 Acres  
Indian Reserve - 158.49 Acres

DATE RESERVE ESTABLISHED: 27-03-1900

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	105	105		101	
Female	<u>95</u>	<u>98</u>	N/A	<u>91</u>	N/A
TOTAL	200	203		192	

PROGRAMS: Core, Administration, Welfare Wood, Cross Cultural  
Co-ordinator, Recreation, Minor Renovation, Wash House,  
Social Development, Water and Sewer, N.N.A.D.A.P.,  
S.A.R.D.A., Han Fish Program.



BAND: KLUANE

TRIBAL AFFILIATION: Southern Tutchone

CHIEF: Billy Blair

COUNCILLORS: Joe Johnson  
Joyce Tyone  
Jimmy Enoch  
Grace Chambers  
Agnes Johnson

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside for the use and benefit of  
Native People - 2,490 Acres

DATE RESERVE ESTABLISHED: N/A

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	56	55	56	51	48
Female	<u>47</u>	<u>45</u>	<u>47</u>	<u>46</u>	<u>46</u>
TOTAL	103	100	103	97	94

PROGRAMS: Core, Administration, Social Administrator, Cross-Cultural Co-ordinator, N.N.A.O.A.P., Community Resource Program, Water and Sanitation, Wash House, Welfare Wood, Recreation, Renovations, Roads, Housing.

BAND: LIARD

TRIBAL AFFILIATION: Kaska

CHIEF: Dixon Lutz

COUNCILLORS: Sam Dennessy  
 Danny Lutz  
 Robert Jules  
 Jerry Dixon

METHOD OF ELECTION: Hereditary Chief, Council Appointed by Chief

LAND STATUS & ACREAGE: 3,541.0 Acres Indian Reserve  
 534.66 Acres Land Set Aside

DATE RESERVE ESTABLISHED: 28-04-1916

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	317	318	312	305	300
Female	<u>276</u>	<u>287</u>	<u>282</u>	<u>279</u>	<u>278</u>
TOTAL	593	605	594	584	578

PROGRAMS: Administration, Core, Cross-Cultural Co-ordinator, Water and Sanitation, Welfare Wood, Housing, Social Assistance Administration, Cultural Education, Recreation, Wash House, Wells, Outhouse Construction, Community Resource Program.

BAND: MAYO

TRIBAL AFFILIATION: Northern Tutchone

CHIEF: Robert Hager

COUNCILLORS: Peter Lucas  
Richard Hager  
Harry McGinty

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside - 658.49 Acres  
Indian Reserve - 320.0 Acres

DATE RESERVE ESTABLISHED: 04-06-1904

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	110	108	105	102	
Female	<u>100</u>	<u>97</u>	<u>96</u>	<u>93</u>	N/A
TOTAL	210	205	201	195	

PROGRAMS: Core, Administration, Water and Sanitation, Recreation, Capital Housing, Wood, Social Administration Payroll, Social Administration O&M, Cultural Education, Trapping, Lot Servicing, Drug and Alcohol, Cross-Cultural Co-ordinator, Elder's Pension, School Bus, Elder's Residence, Elder's Furniture, Training Program, Economic Development, Renovations.

BAND: OLD CROW

TRIBAL AFFILIATION: Loucheux

CHIEF: John Abel

COUNCILLORS: Stephen Frost  
Elizabeth Kay  
Grafton Njootli

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside - 224,112.80 Acres

DATE RESERVE ESTABLISHED: N/A

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	112	114	113	112	110
Female	<u>102</u>	<u>108</u>	<u>106</u>	<u>104</u>	<u>104</u>
TOTAL	214	222	291	216	214

PROGRAMS: Housing, Administration, Community Fire Program, Recreation, Social Assistance, Water and Sanitation, Welfare Wood, Cultural Education, Roads, Core, Alcohol and Drug, Trapping Assistance.



BAND: ROSS RIVER

TRIBAL AFFILIATION: Kaska

CHIEF: Clifford McLeod

COUNCILLORS: John Eclack  
Alfred Charlie  
Millie Pauls  
George Smith

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside - 47.11 Acres

DATE RESERVE ESTABLISHED: N/A

## POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	110	93	92	87	90
Female	<u>121</u>	<u>109</u>	<u>109</u>	<u>107</u>	<u>104</u>
TOTAL	231	202	201	194	194

PROGRAMS: Core, Administration, Social Assistance, Welfare Wood, Cross-Cultural Co-ordinator, Housing, Renovation, Water and Sanitation, Recreation, Cultural Education.

BAND: SELKIRK

TRIBAL AFFILIATION: Northern Tutchone

CHIEF: Danny Joe

CDUNCILLORS: Kathleen Thorpe  
Linch Curry  
Franklin Roberts  
Erma Johnny  
Tommy McGinty (Alternate)

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Lands Set Aside - 200.67 Acres

DATE RESERVE ESTABLISHED: N/A

## POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	142	136	135	131	131
Female	<u>152</u>	<u>150</u>	<u>151</u>	<u>152</u>	<u>152</u>
TOTAL	294	286	286	283	283

PROGRAMS: Core, Administration, Sanitation, Wells, Community  
Buildings, Guidance Counsellor, Social Assistance,  
Administration.

BAND: TESLIN

TRIBAL AFFILIATION: Tlingit

CHIEF: Sam Johnston

COUNCILLORS: Dave Keenan  
John Peter  
Douglas Smarch

METHOD OF ELECTION: Band Custom

LAND STATUS & ACREAGE: Indian Reserve - 275.74 Acres  
Lands Set Aside - 6,461.60 Acres

DATE RESERVE ESTABLISHED: 16-09-1941

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	136	136	135	134	135
Female	<u>123</u>	<u>119</u>	<u>117</u>	<u>116</u>	<u>112</u>
TOTAL	259	255	252	250	247

PROGRAMS: Administration, Cross-Cultural Co-ordination, Water and Sanitation, Homemakers, Social Administration, Core, Welfare Wood.

BAND: KWANLIN DUN

TRIBAL AFFILIATION: Southern Tutchone

CHIEF: Johnny Smith

COUNCILLORS: Howard MacIntosh  
Annie Burns  
Wayne Jim  
Jackie Kodwat  
Roy Sam  
Shirley Smith

METHOD OF ELECTION:

LAND STATUS & ACREAGE: Set Aside for the use and benefit of Native  
People - 14,231.94 Acres  
PLUS Reserve at Lake LeBarge - 320.27 Acres

DATE RESERVE ESTABLISHED: 13-07-1900

POPULATION:

	<u>1981</u>	<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>
Male	294	293	293	290	289
Female	<u>235</u>	<u>231</u>	<u>236</u>	<u>237</u>	<u>235</u>
TOTAL	529	524	529	527	524

PROGRAMS: Administration, Core, Capital Housing, Renovations,  
Wells, Wash House, Cross-Cultural Co-ordinator, Policing,  
Social Development, Kishwoot Services, Roads, Recreation,  
Cultural Recreation, Relocation.



GOOD HOPE LAKE UNITED NATIVE NATIONS, LOCAL 167

PRESIDENT: Verna Callbreath

VICE-PRESIDENT: Ann Johnny

BOARD OF DIRECTORS: Jimmy Dennis  
Madge Dennis  
Larson Johnny  
Isabel Johnny  
Liz Johnny  
Newton Carlick

METHOD OF ELECTION: Every two (2) years

LAND STATUS & ACREAGE: Acres (hectares) - Nil Status

POPULATION: Approximately 60 Band lists not processed.

PROGRAMS: Water and Sanitation, Power Plant, Home and School  
Co-ordinator, Recreation, Electrification, Renovations,  
Arts and Crafts, Fish Camp, Administration, Core, Wash  
House.

## LOWER POST UNITED NATIVE NATIONS, LOCAL 143

PRESIDENT: Charles Pete

VICE-PRESIDENT: Don Miller

BOARD OF DIRECTORS: George Miller  
Ian Tibbett  
Sally Johnson  
Agnes Ball  
Lila Brown  
Andrew Joe

METHOD OF ELECTION: Every two (2) years

LAND STATUS & ACREAGE: Acres (hectares) - Reserve Status  
Lower Post Residents reside on Liard Indian  
Band Reserve #143

DATE RESERVE ESTABLISHED: N/A

POPULATION: Part of Liard Indian Band Count

PROGRAMS: Core, Administration, Roads, Water and Sanitation, Wells,  
Recreation, Fire Protection, Welfare Wood, Wash House,  
Housing, Social Development, Cultural Education,  
Renovations, Day Care, Camping, Bussing.

SECTION VII

INDIAN AND INUIT AFFAIRS PROGRAM  
THE YUKON REGION

OVERVIEW

The evolution of the current status of the Indian and Inuit Affairs Program of the Yukon Region has moved from incidental involvements in the late 1800's and first half of the 1900's to the present systematic structure of 80 plus people deployed in executing the many and varied requirements of the development of the Indian clients of the region.

In the last twelve years with regional status in the Yukon based in Whitehorse, the evolution has, in scale, reflected national changes. The most significant of these changes has been:

- from agency style maintenance of needs to development of local Indian management and provision of sophisticated support systems;
- from a relatively stringent and inflexible delivery system of specifics to a more varied and developmental system;
- from a highly centralized organization to a decentralized organization;
- from a system where accountability was difficult at best to a system that demands specific financial and program accountability from the region itself as well as from the Indian client where programs and projects are managed locally.

In reflection of the above, the most recent changes have concerned streamlining the delivery system and developing effective accountability designed to best prepare and resource Indian clients toward self-sufficiency within the limits of federal responsibility.



These factors and changes have only begun to affect the Yukon region to any significant degree in the last several years due to the unique aspects of the history of this area where contact really didn't take place in shifting the complete lifestyle of the Indian people until the second world war. This has been further mitigated by the land claims process since 1973 which, in effect, will (when completed for the Yukon claims) place those Indian people affected completely on their own as Yukoners.

As a consequence of these particulars, there is a highly divergent and accelerated atmosphere that pervades the area. The Region is moving both to implement an effective and efficient corporate-operations delivery system while complementing the land claims process. Indian client leadership is attempting to develop Indian management systems through effecting development of local processes in order to be prepared for a virtually complete range of Indian operated socio-economic systems as a result of the land claims settlement.

All of this reflects a delicate balance for all parties which highlights this point in the history of Yukon operations:

- A) the department is preparing for demobilization (complete termination of its operations for Yukon Indians) at a time when policies (reflected in improved management systems and providing service to a national norm) and client need (training, planning and preparation for post claims settlement operations) demand extreme outputs on the part of personnel and resources,
- B) Indian client leadership is prepared for virtual independence within a Yukon citizen context at a time when it has significant needs for departmental expertise and resources,

The progress of all parties in view of the convergence of events, policies, needs and processes is extremely positive and will require the continued commitment and understanding that has been fostered,

through to settlement and its initial stages, by: Ottawa, the Region, the Band leadership and the C.Y.I.

#### NATIONAL CONSIDERATIONS

Central to the region's activities is carrying out national priorities. The following identifies the history and specifics of the Management Improvement Plan (MIP).

## BACKGROUND TO MANAGEMENT IMPROVEMENTS

Studies conducted by Central Agencies in recent years identified several aspects of management in the Department which would benefit from review, evaluation and change. These recommendations, coupled with observations by departmental managers and clients, formed the basis for the design and implementation of the Management Improvement Plan (MIP).

## A. GENERAL

The Auditor General's comprehensive audit of the department and the IMPAC Survey conducted by the Comptroller General in 1979 identified areas of weakness in the department's management practices. In October 1980, a letter of direction from the Treasury Board Secretariat requested the department to undertake management improvement tasks related to the services provided to clients, and to the development and application of standards and eligibility criteria for these services.

The department acted upon the findings and recommendations of these reports and improved some internal management practices by modifications to the organizational structure and by implementation of integrated planning and evaluation procedures. An improved Capital Management System was put in place in 1980, resulting in better planning and control of capital. As well, an internal audit function was introduced in 1980. Other recent initiatives include: establishment of a regional management consulting capability to improve coordination of Headquarters' and regional activities; the establishment of a functional training committee to guide training and staff development activities; and a review of and revisions to the department's communications activities.

## B. THE INITIAL PHASE OF MIP (MIP-1)

Between October 1980 and April 1981, consultations involving departmental managers and central agencies, including the Offices of the Auditor General (DAG) and Comptroller General (DCG), the Treasury Board Secretariat (TBS) and the Ministry of State for Social Development (MSSD) resulted in the development of a comprehensive approach to address deficiencies in departmental management practices. This program of tasks formed the basis for the initial phase of the Management Improvement Project. A number of these tasks were selected and agreed upon as high priority or necessary requirements for the Project, and following the signing of an agreement by the Comptroller General and the Deputy Minister of the Department of Indian Affairs and Northern Development in July, 1981, the initial phase of MIP began.

The initial phase of MIP was primarily concerned with the compilation and clarification of facts related to operations currently managed by the department. Only by establishing this descriptive information could the department begin to resolve other management problems.

This fact-finding phase of management improvement has already reaped a number of benefits. In particular, the phase has identified which services the department is providing, under what authority and policies has enabled consistent and realistic operational planning to take place within the Department for 1983/84, and had formed the basis for work planning for 1982/83. The description of services has also permitted the establishment of more precise and accurate expenditure accounting codes to be implemented April, 1982. Other benefits are listed in a Benefits Paper which was prepared upon completion of this phase.

Most of the projects in MIP-1 are now complete. Those projects involving major revisions to systems or structures (e.g. the



membership system) will require more time for completion and will continue into the next phase.

#### C. PLANNING MIP-2

The Management Improvement Plan described in this document was developed between August 1981 and March 1982, on the basis of consultation with departmental managers and with the concerned central agencies.

The plan was prepared in response to direction from the Departmental Management Committee (DMC) on what MIP should be addressing. The development of this plan is based on a framework which was presented in a number of earlier papers for approval by DMC and for review by the Office of the Comptroller General (OCG). This plan, therefore, incorporates the comments and concerns of both these parties.

#### D. REFINEMENT OF MIP OBJECTIVES

MIP-2 will provide a focus for the continuation of the management improvement work which is already underway in the department. The objectives of MIP-1 were to address three interrelated issues:

1. what the department does and how;
2. who is responsible and accountable for what; and
3. how the department functions in terms of its key service delivery and management processes and supporting system.

MIP-2 will continue to address these issues. However, the objectives of MIP-2 will also include the development of:

- a department management system which is coherent and comprehensive, and
- a plan for its implementation and documentation.

## E. PRIORITY OF MANAGEMENT IMPROVEMENT

Management Improvement has a very high priority in the department as expressed by the Deputy Minister on a number of occasions.

In particular, when the Deputy Minister made his statement of management priorities at DIAND's Senior Management Conference in the spring of 1982, he listed management improvement as his second priority for the coming year, the first priority being human resources. The Deputy Minister also made a public commitment to the Management Improvement Plan (MIP) at the Public Accounts Committee in March 1981, where he highlighted management improvement as a critical response for addressing the Auditor General's comprehensive audit of the department.

DIAND is further committed to attaining the results of MIP through the Strategic Plan, which integrates MIP outputs into the department's overall planning process.

MIP-2 will be updated from time to time as conditions change. It, and the detailed project plans on which it is based, are expected to be dynamic plans, which will be adapted to requirements as they develop. Management tools and processes will inevitably change as the department evolves. Since policy and legislative changes proposed in the department's Strategic Overview will affect the operations of the department's Programs over the medium and long term, management will need to be sensitive to changes in the external, legislative and policy environments. MIP-2 will, therefore, require periodic adjustments to reflect such changes.

## STRATEGY FOR MANAGEMENT IMPROVEMENT

The overall objectives for the Management Improvement Plan are to develop, by 1985, a framework for management and accountability in the

department, and to achieve significant increases in the value for money being obtained from departmental resources.

#### A. OBJECTIVES OF MIP-2

The specific objectives of MIP-2 are to ensure:

- ° that there is clear direction on what the department is trying to accomplish and how,
- ° that accountability and responsibility are clearly defined and understood, and
- ° that processes and systems adequately support the management and operation of the department.

To meet these objectives, a number of projects have been developed and are described on the next page.

---

NATIONAL M.I.P.  
List of Project Plans

DIRECTION

- |     |                                      |
|-----|--------------------------------------|
| D.1 | ◦ Review of Management Documentation |
| D.2 | ◦ Maintenance of Documentation       |
| D.3 | ◦ Policy & Strategic Management      |
| D.4 | ◦ Human Resources Management         |

ACCOUNTABILITY

- |     |                             |
|-----|-----------------------------|
| A.1 | ◦ Reform of Estimates       |
| A.2 | ◦ Management Accountability |
| A.3 | ◦ Authority for Services    |

MANAGEMENT

- |      |                                 |
|------|---------------------------------|
| M.1  | ◦ Non-Discretionary Services    |
| M.2  | ◦ Discretionary Services        |
| M.3  | ◦ Information Requirements      |
| M.4  | ◦ Forms Management              |
| M.5  | ◦ Program Forecasting           |
| M.6  | ◦ Native Demographic Statistics |
| M.7  | ◦ Long Range Systems Plan       |
| M.8  | ◦ Manuals and Procedures        |
| M.9  | ◦ Human Resource Utilization    |
| M.10 | ◦ Performance Measurement (NAP) |

GENERAL

- |     |   |
|-----|---|
| G.1 | ◦ Managing Transfers to Bands                               |
| G.2 | ◦ Operationalization of Indian Local Government Legislation |
| G.3 | ◦ Review H.Q. Administrative Practices & Procedures         |
| G.4 | ◦ Collection of Revenues (NAP)                              |



NATIONAL PLANNING AND CONTROL CYCLE

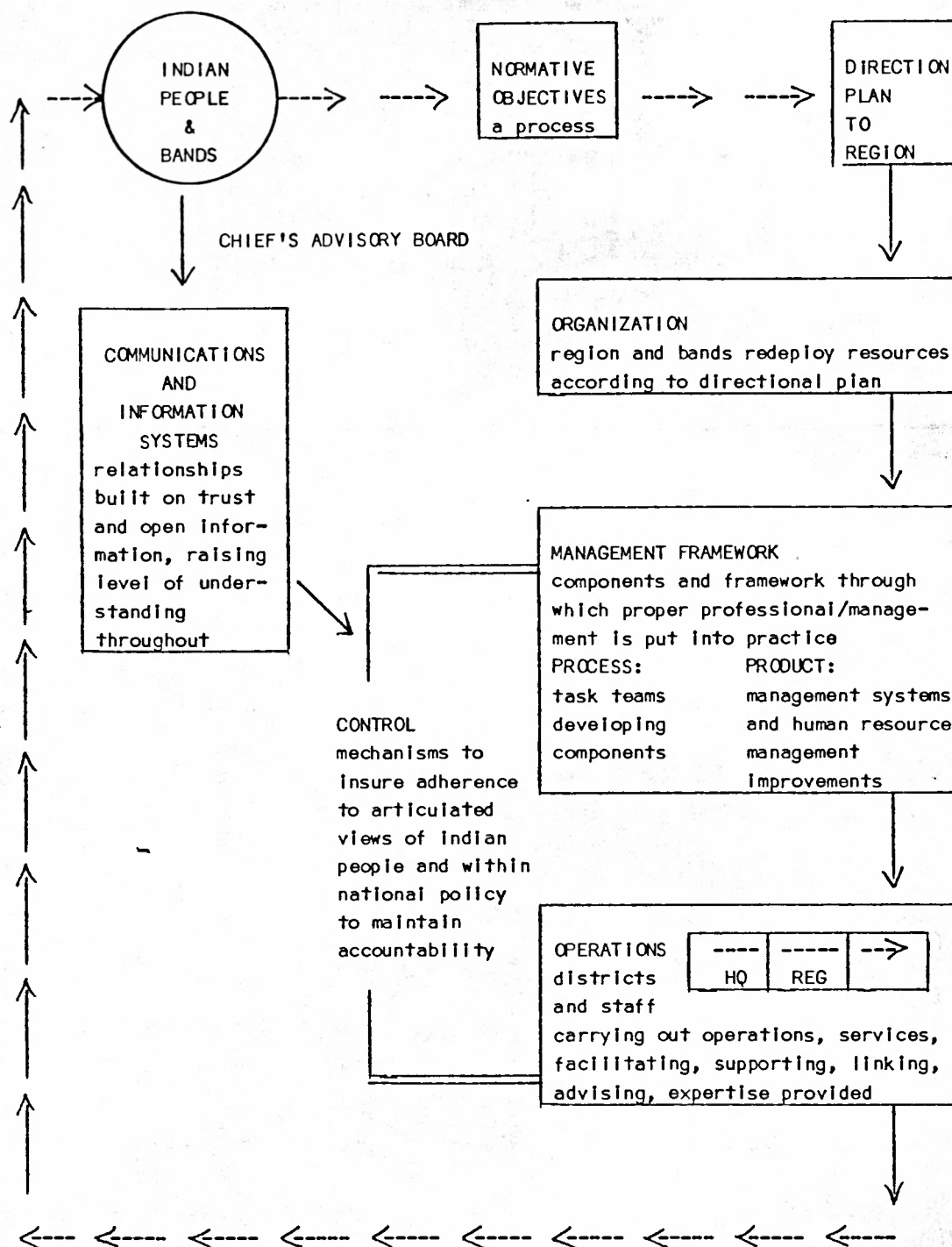
## THE REGION

Following are charts and information which describes the current Yukon region's structure and function:

- A) listing of staff, positions and telephone number of current Indian Affairs organization;
  - B) diagram of organization structure;
  - C) regional management process.
-



## REGIONAL MANAGEMENT PROCESS





## THE CORPORATE FUNCTION OF THE YUKON REGION

## BASIC IDENTIFICATION

The overall direction, medium to long range planning, support services, special issues and the determination and execution of policy is the corporate role of the region under the leadership of the Regional Director.

The following information describes corporate program activity. Figure (A), showing only corporate activities, is reproduced for the convenience of following this section.

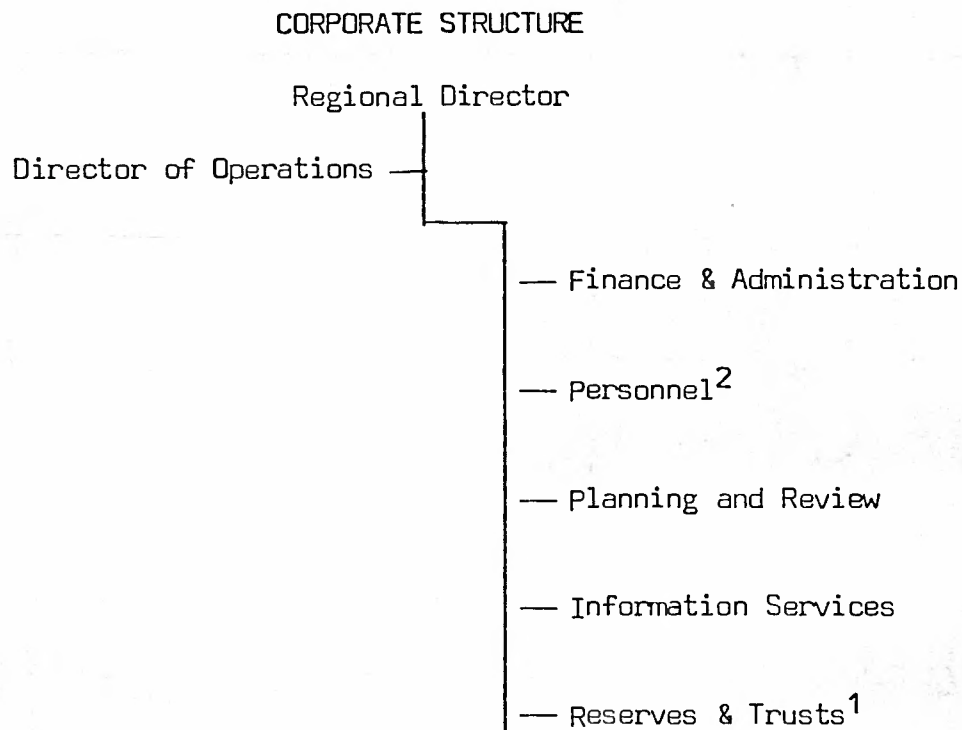


Figure (A)

- 1 Reserves and Trusts is presently operated out of the Local Government program. A special priority is to establish this as a separate program of the Corporate Sector.
- 2 Personnel is shared with the Northern Affairs program where it is physically located.

## SPECIFIC THRUSTS

Under the current Regional Director priorities toward positive and balanced corporate development have been established based on:

- ° National Initiatives
- ° Regional Realities
- ° Client Needs

These priorities are founded in basic principles of sound corporate management and can best be described in terms of highlights of specific activities and initiatives undertaken in the past year, some of which are still in progress. The principles adopted are:

- ° Planning
- ° Direction
- ° Control
- ° Communication
- ° Evaluation

Planning: Establishment of a planning and review office was accomplished and operationalized and emphasis directed at operations sections toward team approach plus demobilization planning re land claims settlement.

Direction: Review of Yukon Region undertaken re corporate and operational separation and specific functional areas. Evolving separation activated fully, program audits re local government and management requested, completed and being acted upon.

Specific Thrusts - (Cont'd).

Control: Implementation of M.I.P. in progress.

Communication:

Establishment and functioning of Chief's Advisory Board, C.Y.I. - I.T.A. Committee and Indian radio and television programming in conjunction with C.Y.I.

Evaluation: Establishment of monitoring and review systems completed and in progress.

DESCRIPTION OF CORPORATE FUNCTIONAL PERSONNEL AND PROGRAMS

The following pages identify and describe in brief detail each corporate area including senior officer, staff sizes, mandate and issues: for complete detail of all specific functions please refer to the manual "Directory of Services - Indian and Inuit Affairs - Yukon Region".

---

PROGRAM: Regional Director's Office

MANAGER: Oliver J. Nelson

STAFF 3

MANDATE: The Regional Director plans and directs the operations of the Program which includes the assessment of the socio-economic needs of the Native people in the Yukon, the supervision of 80 staff, a budget of \$15.9 million and the development of effective working relationships with the Native Communities and organizations as well as other levels of Government and the private sector.

The Region encompasses the whole Yukon and the area north of the 59th parallel in Northern B.C.

ISSUES: Land Claims agreement to be reached in this fiscal year.

Education an issue because the agreement between YTG and DIAND is very loosely worded.

Inadequate office space.



PROGRAM: Operations

MANAGER: Alan McDiarmid

STAFF 1

MANDATE: The Director of Operations, Yukon Region, is accountable for the direction, development, recommendation, implementation and general effective and efficient management of five major Regional programs; (Local Government, Engineering and Architecture, Economic and Employment Development, Education, and Social Development), established to facilitate the socio-economic development of the Indian people of the Yukon Region, in addition to the administration of the Minister's statutory obligations as prescribed by the Indian Act.

ISSUES: Realizing that there will be a continuing climate of financial restraint, the Yukon Region is prepared to strive for a higher level of achievement within the limitations of allocated resources.

Emphasis will be placed on the development of human resources, through in-house training, making better use of the PREA process, and by providing productive supervision.

There will be high priority on achieving an increase in the professionalism of field staff which should significantly increase the quality of service delivery to the Indian people.

PROGRAM: Finance and Administration

DIRECTOR: Bob Guest

STAFF 14

MANDATE: The Finance and Administration program in Yukon Region is divided into three areas of service to regional programs, Bands and staff within the Region.

As a support service, it is the responsibility of financial services to process all documents pertaining to the relocation and distribution of financial resources throughout the Region. Assistance to programs also consists of Budget Allocation and Control.

The Administration Section supplies administrative support to all programs in the Region. The section consists of Information Resources, Material Management, and Reception units.

The Band Financial Advisor is available to all Bands in the Region to supply assistance and expertise on Financial Management and Systems and Procedures at the Band level.

ISSUES: The program is currently in the process of reorganization to improve the quality and efficiency of support to program managers and Bands.

PROGRAM: Personnel

DIRECTOR: Marlyn Freibergs

STAFF See Northern Affairs Briefing Material

MANDATE: Service is amalgamated between Indian and Inuit  
Affairs and Northern Affairs programs.

ISSUES: See Northern Affairs Briefing Material.

PROGRAM: Program Planning Liaison and Review

DIRECTOR: Franki Craig

STAFF 1

MANDATE: This program is responsible for Band planning services, for the planning and review of programs of the Department, for Intergovernmental Affairs and community based planning. Among the major functions are:

- land use planning
- data base development
- socio-economic and environmental studies
- resource development impact assessments
- community-based planning
- coordination of support from other agencies
- an information network among the Bands, Headquarters and the Yukon Region
- intergovernmental relations
- information provision to the general public
- the carryout or management of evaluations to measure the efficiency, effectiveness, probity and accountability of programs and processes of the Department and those of Bands, Associations, Societies and the like
- the internal information flow to inform management staff on national and regional policies and objectives.

ISSUES: Currently all functional aspects of this program are being intensely developed. Specific major emphasis is on community based planning and socio-economic inputs all related toward preparation of the Indian communities for maximized operations after the imminent settlement of land claims.



PROGRAM: Information Services

DIRECTOR: Vacant

STAFF 2

MANDATE: To provide communications advice to Indian and Inuit Program senior managers and to support the activities of program managers at headquarters and in the region through a program of communications with a range of publics involving exhibits, audio-visuals, media relations, publications, and inquiries responses.

ISSUES: Information Service in the Department has undergone some change in the last year. This has been most evident in Headquarters where the organization has changed. A review of regional communications was undertaken in August but there has been little activity since. It would be useful for planning and program purposes for the organization and mandate of regional units to be clarified as a result of the August review.

A very major effort will be required in the department's information program as the Yukon land claim nears settlement. The general public remains uninformed concerning claims and will require much information when an agreement-in-principle is reached.

## THE OPERATIONS FUNCTION OF THE YUKON REGION

The operational area deals with the day to day operations of the Region. The following information describes operations program activity. Figure (B) showing only operations activities is reproduced for the convenience of following this section.

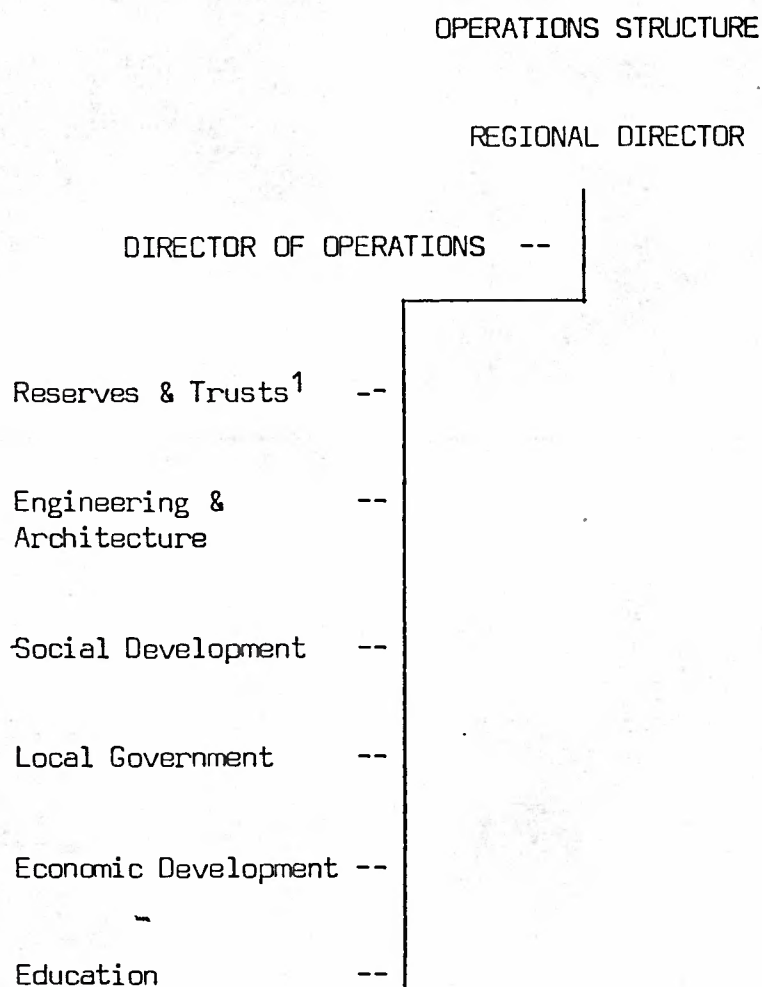


Figure (B)

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1 Reserves and Trusts is presently operated out of the Local Government program. A special priority is to establish this as a separate program of the Corporate Sector.

PROGRAM: Economic Development

DIRECTOR: Ron Chambers

STAFF 7

MANDATE: The Resource Economic and Employment Development program in the Yukon Region encourages the development of status Indian individuals, groups of individuals, corporations and companies through economic development projects. This goal is also achieved by securing employment for status Indian people in the private sector through business ventures that are owned by non-Indian people. The development is further encouraged through a program that is related to the traditional way of life and is socio-economic in nature. Training is provided to promote skilled development for those people who have basic skills and to upgrade skills that have already been in place. The program has been involved in resource impact studies in relation to areas where potential 'mega' projects may exist in the near future. These studies will show the positive and negative aspects of development and the roles of the Bands associated with such.

I.E.D.F. A number of marginal businesses within the Yukon Region have been assisted through the Indian Economic Development Fund program. This revolving fund program demonstrates funds of one (1) million dollars.

I.E.D.F. (Cont'd) Through the efforts of other funding agencies in assisting Indian businesses, the current ratio of 5 to 1 has been achieved where in previous years the ratio was 3 to 1.

ISSUES:

The Regional Office is currently engaged in the Loan Improvement Process which is a national program related to the operations associated with the Loan Program. It is hoped that this program will create an improved system which can be adapted to suit the needs of the Indian institutions in the devolution process.

In the near future the Kwanlin Dun Band will be relocating and with this the Economic Development section can be seen in playing a key role in assisting the Band with the development of projects and job employment.

The Economic Development section will be working closely with the Yukon Indian Development Corporation in assisting with comprehensive Community and Regional planning. This institution will be the main proponent for future economic and employment development of Indian people in the Yukon when land claims are settled and the eventual devolution of the Program.

To ensure a timely effective demobilization process once land claims are settled for the Yukon. Given the economic situation as it is now it is necessary to be kept informed on the land claims situation and the demobilization process and time frame.



There being an increased awareness of the need for training and occupational skills in preparation for land claims settlement, it is evident that the Region cannot sufficiently meet the aspirations and training demands which the individuals and the Bands are reflecting.

PROGRAM: Education

DIRECTOR: Bryon Zizman

STAFF 3 Office Positions  
29 Resident Positions

MANDATE: Primarily, Yukon Region is providing services in the area of post-secondary education. The Yukon Territorial Government (YTG) has been given the mandate to provide all educational services to Status Indians from grades 1-12 (1967 Agreement between Commissioner of Yukon and the Minister of Indian Affairs).

ISSUES: Bussing  
YTG is not providing service to certain small student population groups.  
In effect we are subsidizing a subsidy.

CYI  
We are providing funds for cultural, curriculum development, Education advisory service and Director of Adult Education.  
Again we are providing double funding.

Student Residence  
The Department maintains a student residence in Whitehorse at considerable cost. We should look at ways to:  
A) close the residence and provide alternative accommodation,

- ISSUES: (Cont'd)
- B) begin plans to negotiate with YTG to take it over,
  - C) have the Indian people of Yukon assume control of the residence.

Land Claims Settlement

Educational services that the Department presently provides to the three B.C. communities, - should these communities be serviced by B.C. Region?

Cross Cultural Coordination Program

An evaluation of services presently being provided is required.

---

PROGRAM: Social Development

DIRECTOR: Mark Feldstein

STAFF 5

MANDATE: The Social Development Program in Yukon Region encourages the development of increased capacity in social welfare administration and program delivery for Band administered social development programs which include social assistance, in-home adult care, and rehabilitation. This has been accomplished through devolution of social development programs for all Yukon Bands. Devolution plans are underway for local administration by UNN 143 at Lower Post, B.C. and the Atlin Indian Band at Atlin B.C. The Social Development program reimburses Bands for program expenditures, provides training for social service workers through workshops and field based consultation services. Regional Social Development is also responsible for the purchase of child welfare and institutional adult care services from the Government of Yukon and the B.C. Provincial Government. Regional Social Development also serves as coordinator of Indian and Inuit Affairs intergovernmental liaison for social services issues and provides consultation services to Indian Bands in the provision of community social services.

ISSUES Social Development is presently updating and developing a policy and procedure manual for Band administration and to serve as a training tool.



## ISSUES (Cont'd)

Current issues within the section include resolution of authority issues in relation to the Welfare Wood Program; updating of the IIA/YTG Child Welfare Agreement; resolution of chargeback proposals by YTG in the area of child welfare and vocational rehabilitation; the development of a regional social development data base/information systems manual; increasing field support to Bands administering Social Development programs.

The Social Development section is also analyzing current directions in land claims negotiations in order to develop operational and work plans which support anticipated land claim agreements in the area of social services.

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PROGRAM: Local Government

DIRECTOR: Francis Lamont

STAFF 14

MANDATE The Local Government program in the Yukon Region encourages the development of self-government of Indian Bands in the Region. It does this by disbursing core funds, providing Band training, and filed support services in the area of Band finance and administration. In this Region the Local Government program is also responsible for coordinating the provision of community services in Indian communities and for the Minister's responsibilities in land, membership and estates.

ISSUES: Local Government is presently attempting to increase its field support to Bands in response to requests from the region's Chiefs.

It is hoped that this will strengthen the process of program devolution and assist in the preparation for a land claim settlement in the Yukon.

The Local Government program is also working to establish lands, membership, and estates as a program unto itself.

Housing remains an immediate critical need, being emphasized by Local Government in response to the Bands.

PROGRAM: Engineering and Architecture

DIRECTOR: Roman Korol

STAFF 8

MANDATE

The purpose of the Engineering and Architecture unit in Yukon Region is to ensure the cost-effective acquisition and maintenance of physical facilities by Indian communities, to promote technology transfer to Indian bands, and to promote the physical well-being and safety of Indian people through the provision of engineering, architectural, and technical services.

The Regional Director of the E & A unit is the senior regional technical officer, and is responsible for advising regional management on all engineering and architectural matters.

E & A's mandate is exercised through the following activities:

- A) implementation and management of the technical aspects of the departmental capital acquisition process by providing: a technical planning service, design service, construction and project management capability, cost control, quality assurance, and certification of project acceptability;
- B) implementation and management of the technical activities related to capital contribution arrangements by: receiving and recommending programs, negotiating, developing, monitoring, and ensuring compliance with technical terms

## MANDATE (Cont'd)

- and conditions, controlling cost, approving payments, and reporting on progress;
- C) provision of technical advisory or consulting services to the program and to its users;
  - D) development and implementation of fire prevention and protection and construction safety programs;
  - E) provision of inventory and maintenance management services for departmental facilities;
  - F) provision of selected services such as specifications for vehicles and equipment, aerial photography, cartography, and coordination of national programs (e.g., energy conservation);
  - G) provision of training programs to effect the transfer of technology to Indian bands.
  - H) coordination of the region's capital allocations process.

## ISSUES:

The regional E & A office is closely involved in the implementation of the Region's housing program in Indian communities. The involvement is effected through an advisory and consulting role, to assist the bands in the development of their housing proposals for housing projects, and through a functional role by the appointment of project managers and project officers who closely follow the work carried out by the bands, and authorize payments to them for this activity.

A major housing project currently in the planning stage is the proposed relocation of the Kwanlin Dun Indian Village, for which the E & A unit provides project management services.



The Department has developed a method for the effective maintenance of on-reserve community facilities and community infrastructure, to help native communities overcome premature obsolescence and deterioration of their facilities due to lack of proper maintenance. MMS identifies what assets are to be maintained, who will maintain them, what must be done to maintain them, and to what level of service they will be maintained. It is expected that implementation of MMS by all bands will shortly become a matter of national policy.

E & A in Yukon Region plays a leading role in the implementation of this system, through provision of on-going advice, assistance and training to the bands involved. At the present time E & A's role in MMS is hobbled due to lack of a P.Y. for the position of MMS supervisor. This results in a much slower rate of implementation of the system than would otherwise be the case.

In addition to the staffing problem identified above, the Yukon Region E & A unit faces a serious problem in implementing departmental fire prevention and safety programs at band level, due to lack of a P.Y. to perform the functions of fire and safety officer services. Both this position and the MMS supervisor position have been identified in the 1983/84 Operational Plan as pressing needs.

The staff shortage problem is further exacerbated by E & A involvement in program activities such as capital management coordination. The time spent on such functions reduces time available for activities proper to the E & A mandate.

The housing and community development activities of the bands have been severely hampered, to date, by lack of systematic planning at band level in both the short and the long term. One of the major causes of this situation is lack of funding due to which the bands cannot purchase the expertise necessary to achieve the desired level of planning. This, in turn, has an adverse effect on resource utilization with E & A, since the unit has to respond to band needs as they become apparent, rather than as a consequence of their being identified through the process of capital planning.