

THOMAS OWEN & ASSOCIATES LTD.

STUDY RELATIVE TO THE INTERPROVINCIAL
ASSOCIATION ON NATIVE EMPLOYMENT INC.

DRAFT FINAL REPORT

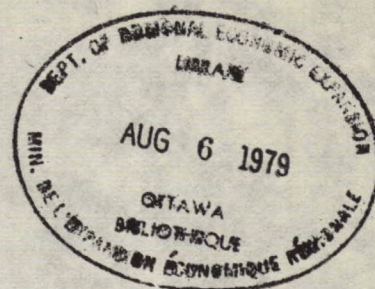
Submitted by: THOMAS OWEN & ASSOCIATES
February 1979

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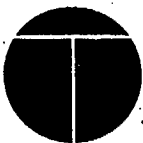
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March 28, 1979

Mr. J. D. Collinson
Assistant Deputy Minister
Western Region
Department of Regional
Economic Expansion
814 Bessborough Tower
601 Spadina Crescent East
Saskatoon, Saskatchewan
S7K 3G8

Dear Mr. Collinson:

We are pleased to forward to you our study of the Interprovincial Association on Native Employment Incorporated. The report was reviewed and accepted by the study steering committee on March 9, 1979 and will be presented at the annual meeting of the Association in Prince Albert.

Yours sincerely,

THOMAS OWEN & ASSOCIATES LTD.

Thomas H. Owen Ph.D.
President

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Executive Summary

INTERPROVINCIAL ASSOCIATION ON NATIVE EMPLOYMENT REPORT

Executive Summary

INTERPROVINCIAL ASSOCIATION ON NATIVE EMPLOYMENT REPORT

I. INTRODUCTION

The objective of the study was to review the role and activities of the Interprovincial Association on Native Employment. Central to the terms of reference was the provision of recommendations on the short and long term functions of the Association, its objectives, organizational structure and the nature and sources of available funding for future activities.

The study approach included three phases: information gathering; consultation and analysis; synthesis and preparation of recommendations.

The findings of the study are organized in several sequential sections. An overview of Western Canadian economic development and the native unemployment situation sets a context for a discussion of intervention strategies. An analytical review of the historical roles and activities of the Association is followed by a presentation of options and a recommended organizational strategy. Final sections present detail of funding and implementation strategies.

II. OVERVIEW OF ECONOMIC PROSPECTS

A review of the recent economic history of the Prairies reveals enormous and rapid economic and employment growth. Conservative estimates of future growth indicate potential employment growth in a range of 450,000 to 700,000 jobs over the next decade.

Four separate development types are delineated on the basis of different capital, employment, ownership and structural characteristics. Examples are given of these four development types; major resource development and extraction projects; community based small scale developments; large institutional development; and urban employment development. The detailing of these development types provides groundwork for insights into effective intervention. The various types and their different stages require different approaches and strategies.

III. NATIVE EMPLOYMENT SITUATION

The overall magnitude of the native population and the native employment problem is analyzed. Barriers to native participation in employment are also briefly reviewed. The conclusion of the analysis is that a major impact on the native employment problem could be achieved within the anticipated employment growth in the region. A reallocation of even 10% of total employment growth would permit massively increased native participation.

The conclusion reached is that great potential for improvement exists. There is, however, no imperative which is likely to result in the realization of this potential. It is against this backdrop of potential or opportunity that the report proceeds to examine the capability of the Association to make a contribution.

IV. POSSIBLE INTERVENTIONS TO INCREASE NATIVE EMPLOYMENT

Possible interventions to increase native employment are discussed separately for each of the four development types previously examined. The process which takes place during the evaluation of a development is examined so that strategic intervention points may be identified. The differing forms that this intervention will need to take are also categorized.

Finally, there is a brief review of the strategies which are likely to be useful in approaching each of the development types.

V. HISTORY, ROLE AND GEOGRAPHIC SCOPE OF THE INTERPROVINCIAL ASSOCIATION

History

Starting from the objectives of the Association, its past activities are examined. The evolution of the Association is traced from its origins in a Saskatoon meeting of May, 1976 through subsequent meetings and conferences.

The three major conferences held by the Association are examined: Edmonton (1976), Cranberry Portage (1977), and Edmonton (1978).

The conclusion reached is that a gradual growth and development has moved the Association from initial, informal discussions to full-fledged organization status in little more than two years. There has been a wide range to the Association's involvement with issues. Recruitment, hiring, placement, the role of industry in native employment and economic development policy have all been topics of discussion and debate at conferences. A

detailed summary of the discussion appears in the body of the report.

Geographic Scope

To date, the Association members and directors have been resident in the Provinces of Manitoba, Saskatchewan and Alberta. Extension of the Association to British Columbia, the Yukon and Northwest Territories is recommended for consideration as a future option to be explored in cooperation with existing native groups in those jurisdictions.

Expansion to a national scope is rejected as an unrealistic option for the Association in the foreseeable future.

Role

Three generally significant roles are identified: advocacy; information sharing; and education. Two further minor roles of the Association have been in the areas of evaluation and professional development.

Program delivery is ruled out as a role for the Association as it is believed to be noncomplementary to the Association's existing activities and also could give rise to unnecessary duplication and competition.

The analysis concludes that the Association's future will be based around an expansion of roles already undertaken rather than in the initiation of wholly new categories of activity.

VI. OPTIONS FOR THE FUTURE

Four options are examined. They range from termination of the Association through maintenance of its current level of activity to two expansion options.

Termination

This option is rejected on the basis that there is a real need for an organization to pursue native employment issues in Western Canada. No parallel organization exists which could assume the Association's role.

Continuation of Existing Level of Activity.

This option is posed as a real possibility which, although it would have limited impact on opportunities for native employment, does have the strength of requiring no additional resources.

Incremental Activity

This option would see an expansion of activities brought about by the acquisition of additional resources including staff. The level of activity contemplated would entail incremental funding in the range of \$50-75,000 per annum. Increased work in all areas is contemplated within this option.

Further Expansion

A massive expansion of the Association's activity to a level 3 or 4 times that foreseen in the previous option. It is noted that this might be the long term result of the adoption of the previous option.

VII. FUNDING

A great emphasis is placed upon the reliability of funding as a necessity if the Association's future is to be secure. Capital funding of approximately \$500,000 is recommended as the most desirable source of Association financing. Suggestions of possible capital funding sources

are discussed in the body of the report.

It is also recommended that work on a service bureau basis be contemplated as an activity both during the search for capital funding and over the longer term.

Government funding is proposed as a source of salary for an individual to work with the Association in seeking capital funding.

VIII. A RECOMMENDED STRATEGY

Individual recommendations are presented to facilitate discussion and allow the membership of the Association to determine its future role and activities.

The recommendations are that the Association should:

- concentrate its efforts in education, advocacy and information sharing.
- set as priorities increasing native employment on large scale resource projects, in community based employment generating activities and through affirmative action programs in large corporations, crown corporations and government departments.
- promote professionalism.
- attempt to further develop a capacity for evaluating various native employment efforts and formal programs.
- hire staff consistent with the activities it intends to undertake.
- continue to draw on the expertise and energy of committed native people.
- continue its annual rotating Conference.
- through its staff strive to establish a rapport with those in senior positions in industry, unions and government.
- develop itself as an information sharing resource centre.
- develop over time a series of native employment manuals.

IMPLEMENTATION

Three committees chaired by Board members of the Association are proposed to undertake implementation of the recommendations: Finance, Service Bureau Work, and Membership Promotion.

Finance

The Finance Committee or Working Group would seek funding for an individual to serve as staff for the capital financing drive. The Finance Group would recommend a finance strategy to the Board within the four months of its establishment. The objective would be to secure long term funding.

Service Bureau Work

This group would examine possible projects which the Association could undertake on a contract basis.

Membership Promotion

This Committee would have two central responsibilities. A membership drive would be the most important immediate task. Discussions with various groups in British Columbia and the Territories on geographical expansion of the Association could proceed over a longer time period.

*

This implementation should provide a basis for the Association to reach an expanded level of activity in pursuit of the goals of native employment.

APPENDICES

Three appendices to the report contain further detail on:

- Major Resource Projects;
- Community Economic and Employment Development Programs;
- Large Institutions.

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CHAPTER I - INTRODUCTION, TERMS OF REFERENCE & APPROACH

INTRODUCTION

The Interprovincial Association on Native Employment Inc. has operated in an informal manner since May 1976, with formal incorporation being received in 1977. To date, association activities have focussed on annual conferences, and the substantial accomplishments of individual members using other members for resource and information purposes. This study was commissioned to review the role and activities of the Association, and to recommend an organizational strategy for the further development of the Association.

TERMS OF REFERENCE & APPROACH

Specifically, the terms of reference were as follow:

- Review the purpose, role and functions of the Interprovincial Association on Native Employment Inc., in light of changing circumstances;
- Analyze and classify project material and information relative to native employment, accumulated by IANE over the past three years;
- Identify anomalies or impediments in the present collection, distribution and assimilation of information and empirical knowledge pertinent to the employment of native people;
- Make recommendations relative to the possible development of a Native Employment Guide Manual, based on suggestions of governments, industry, native organizations and labour unions, which can be made available to future conferences and for general distribution to interested parties;

- Provide recommendations on the short and long term functions of the Interprovincial Association on Native Employment, its objectives, sphere of operations, organizational structure and the nature and sources of funding necessary to effectively achieve IANE objectives.

The study steering committee, as individuals and as a group, participated in shaping the study. Formulation of the modified study approach and the emphasis given various terms of reference was a co-operative effort of the steering committee and the consultant. The interim report was discussed in detail by the steering committee. This final report represents the approved interim report with those changes and alterations deemed necessary by the steering committee.

ORGANIZATION OF THE REPORT

The report is organized into eight chapters. Following this introduction, there are two chapters which address the economic prospects of the western provinces and the existing native employment situation, as background to the specific organizational issues. Chapter Four presents a number of possible intervention strategies which could be pursued, based upon the projected economic and employment forecasts. The four final chapters deal specifically with the history, role, funding options and recommended future strategies for the Association. Resource material is appended to the report to allow the Board to follow up on the recommendations contained in the body of the report. This approach is consistent with our commitment to make this an action oriented report rather than a discussion paper.

II. OVERVIEW OF ECONOMIC PROSPECTS

In this section a brief overview of regional economic prospects for the Prairies is presented to provide a framework for later discussion of the potential for native employment development. The point of the overview is to establish the level of growth and potential future economic activity existing in the region, and further, to determine the economy's ability to accommodate the aspirations of native people for participation in the economic mainstream. This is not to argue that wholesale integration is a preferred option or a desirable option, but merely to point out that participation of natives is not constrained by the totality of economic activity but rather by other barriers.

The recent economic history of the Prairies is generally prosperity and boom with the exception of the Manitoba economy in the past two years. That economy remains sluggish. Aggregate indicators of economic performance show significant growth in the Prairie region.

TABLE II-1 - Growth of Personal Income¹

	<u>1965</u>	<u>1970</u> millions of dollars	<u>1975</u> dollars	<u>+%</u>
Saskatchewan	1789	2133	5481	
Alberta	2941	4953	10721	
Manitoba	1892	2857	5742	
Total	6622	9943	21944	+231%

1. Department of Finance, Economic Review, 1978.

Including the effect of inflation the total personal income of Prairie residents grew 231% to nearly 22 billion dollars from 6.6 billion dollars in the decade 1965-1975. Inflation accounted for some portion of this growth.

Employment growth has been slower but parallel in that it does not become magnified by inflation. Between 1966 and 1976 the number of jobs in the Prairie region climbed by 403,000. With a similar trend for the next decade it is anticipated that Prairie employment generation will be in a range of 450,000 to 700,000.² In the period December 1977 to December 1978 total employment increased by 88,000.³

<u>TABLE II-2 - Employment Growth⁴</u>				
	(thousands employed)			
	<u>1966</u>	<u>1971</u>	<u>1976</u>	<u>+%</u>
Western Region (includes B.C. but not NWT or YT)	1918	2191	2675	+37%
Prairie Region	1234	1356	1637	+32

Data on British Columbia is included because the issue of the geographical definition and scope of the Association is discussed later in the report. For the total region of the four Western provinces employment increased 140,000⁵ in the last year and 750,000 in the

2. Estimates by the Consultants based on Conference Board of Canada Forecasts.
3. Statistics Canada; Labour Force Survey, January 1979.
4. Department of Finance, Economic Review, 1978.
5. Statistics Canada: Labour Force Survey, January 1979.

decade 1966-76.⁶ Regional employment growth is likely to be in a range of 800,000 to 1,200,000 in the next decade.⁷

While some of the employment growth has been accounted for by large scale resource development projects, the most pronounced job creation has been through the service sector and related development. Although it is difficult to quantify the numbers of jobs created by various processes and industries it is possible to differentiate four rough categories of development occurring in the Prairie region. These categories are neither comprehensive nor precisely defined but they will serve as a useful tool for the purposes of this study and the future activity planning of the Interprovincial Association.

These possible areas of employment potential for the attention of the Association result from the nature of economic development in the region. Different approaches are dictated by the very diverse characteristics of the four development processes. They include:

- Major Resource Development and Extraction Projects

Most commonly in the oil, gas, energy and mining sectors these projects are characterized by heavy capital investment. They generate large employment during their construction phase. Once operational, they require a highly skilled permanent workforce. Public hearings and approvals by regulatory agencies are typical during early stages. Ownership is usually by large national or multinational corporations or consortiums of the same. Examples: the Syncrude project; Foothills Pipeline; Cold Lake Heavy Oil Extraction; Clufl Lake Uranium Mining.

6. Department of Finance, Economic Review, 1978.

7. Estimates by the Consultants based on Conference Board of Canada Forecasts.

These projects are often located in remote areas adjacent to existing native populations. Opportunities exist for training native workers prior to and during the construction phase. Jobs are generally covered by collective agreements which may pose a barrier to the hiring of natives. Construction and contracting firms generally undertake the construction work under contract to the original consortium.

● Community Based Small Scale Developments

Based in smaller communities these projects or businesses are usually undercapitalized, often labour intensive and most often in the forestry, service or manufacturing sectors. Often they are assisted by government loan or grant funds. Ownership rests with a community group, cooperative or single entrepreneur. They contribute greatly to local employment but often have a short life due to bankruptcy or termination of funding. Examples: Moose Lake Loggers; Lac La Biche Log Milling; Pine Industries of Prince Albert. Generally, these projects or businesses have only a few employees. Often the owner is an owner-manager. In the case of community projects, employment may be greater and typically workers are recruited from the community and trained on the job. Unionization is not a common phenomena at this scale of business. A partial list of government programs and agencies which assist community based economic development is attached to this report as an Appendix.

● Large Institutional Development

Another type of development is the expansion of large scale bureaucratic organizations in both public and private sectors. Usually in the utility, service and financial sectors, these corporations employ large numbers of employees. They tend to follow market and income development with particular emphasis on developing areas. Rate of expansion is dependent on growth of other economic activity and the market. These companies are very stable employers over the long term. Unionization varies by industry with a high level in the utility industry and near non-existence in banking and insurance. Examples: Calgary Power; Saskatchewan Telephone; Manitoba Hydro; Chartered Banks; Life Insurance Companies; Provincial Government Departments; the Federal Government.

● Urban Employment Development

This category includes small and medium scale manufacturing activities in urban centers. A wide variety of different private enterprises fall into this category. Their expansion is generally steady and many of the jobs created are both skilled and unionized. In some cases operations are branch plants of larger national or multinational corporations. In some instances growth in production is a result of large resource projects mentioned above. For example, Atco of Calgary which manufactures mobile homes used in construction camps, and Interprovincial Steel and Pipe, which manufactures pipeline. Others have a relationship to the urban consumer market. Where skill levels are low and unionization not prevalent, as in the garment industry, wages are commonly low and labour turnover high.

The different approaches and types of intervention necessary to achieve increased native participation in each of these four development processes are described in a later section. The intention of this section has been to establish the overall dimensions of increased economic activity and employment growth. As well, a simple classification scheme for separating the various types of development has been advanced. It is necessary for approaches to differ in each of these cases to meet the very different circumstances which are barriers to native employment.

III. NATIVE EMPLOYMENT SITUATION

NATIVE POPULATION

The native population of Canada is heavily concentrated in the four western provinces and the territories. This area held about one third of Canada's total population in 1971, but nearly 60% of the nation's 300,000 Status Indians.¹ A similar distribution of the non-Status native population is evident.

Estimates of the total native population in Canada cover quite a wide range. A recent Federal Government document estimates total native population between 602,000 and 1,017,000.² It can be assumed that 50% to 60% of this total native population is currently resident in Western Canada.

NATIVE EMPLOYMENT

The existence of native Canadians outside the mainstream of economic and employment development process has been well documented elsewhere and is the result of a number of factors including education, training, experience, health and nutrition, life styles, location, prejudice, opportunity and motivation. The barriers that each of these factors manifests has not only resulted in very high unemployment rates, but also is reflected in the related indicators of poverty.

-
1. Census of Canada, 1971, Indians 295,215; Inuit 17,550 total in Canada, Provincial distribution, Manitoba 13.8%; Saskatchewan 13.0%; Alberta 14.3%; B.C. 16.8%.
 2. Special A.R.D.A. In Relation To The Future Direction of Native Socioeconomic Development, Department of Regional Expansion, Government of Canada, February 10, 1977.

In their current situation most natives are more susceptible to illness, infant mortality, suicide, homicide, conflict with the law, and less likely to occupy reasonable accommodation.

Native unemployment on reserves and in urban centers, be they small towns or large cities, is a severe problem. Statistical data is sketchy and often unreliable but where it is available it generally indicates prevailing rates of unemployment among natives of 50-70%.³ There are exceptions to this pattern but they are few in number. In addition unemployment varies dramatically on a seasonal basis where native people are dependent on traditional resource activities such as fishing and trapping for their incomes.

Assuming an objective of reducing native unemployment rates to levels comparable to national averages for non-natives, the magnitude of the task can be estimated. With average participation rates assumed,⁴ the necessary number of new jobs for natives would be 50,000 to 60,000⁵ for the western region, or 30,000 to 40,000⁶ for the three Prairie provinces. These figures are minimum estimates and take only some account of rapid native population and labour force growth. They could be raised considerably if such trends continue in the future. The estimate also neglects the probability that a larger number of natives could best be categorized as underemployed.

3. Department of Indian Affairs and Northern Affairs, 1975 Statistics, Government of Canada.

4,5,6. These calculations by the consultants are based on the 60% labour force participation rate prevailing in the overall labour force of Western Canada. Age-sex structure and other relevant information were taken into account in these calculations.

The important comparison of this overall estimate of native unemployment is with the earlier estimate of job creation for the region over the next decade. With the likelihood of 450,000 to 700,000⁷ new jobs on the Prairies, and 800,000 to 1,200,000⁸ in the four Western provinces it can be seen that the native unemployment total is less than 10% of the anticipated new employment generation. This indicates the potential for a dramatic improvement in the participation of natives in the economic mainstream. It should be noted that the above is predicted on estimates that may well be outstripped by events. Assuming a reasonable degree of accuracy only a small fraction of total employment growth need be redirected if significant gains for natives are to be achieved.

While it is possible to establish the overall magnitudes of economic growth and the share of employment that would be required to significantly alter the native situation, it is more difficult to suggest reasons why such improvement is likely to occur. Many studies have concluded just the opposite, that despite rapid economic growth in the region little improvement in native employment was likely.

"Projections to 1985 offer little prospect of increased native employment in spite of forecast labour shortages without an intensive programming effort."⁹

7, 8. Consultant estimates based on Conference Board of Canada Forecasts.

9. Barriers to Native Labour Entry and Employment, Study for the Western Regional Office, Department of Regional Economic Expansion, Conducted by Thomas Owen & Associates Ltd., p. 10.

While the potential is great the barriers to be overcome are also severe. It is not the intention of this report to propose or suggest that the native population in Western Canada is entirely supportive of integration into the mainstream of the economic life of non-natives. Nor is it intended to encourage the naive view that barriers erected over hundreds of years can be instantly or even rapidly broken. The potential for change exists but the pursuit of that potential will be time consuming and fraught with frustrations.

While efforts in each of the areas that natives encounter barriers would be needed to ease participation, the Association has employment related activities as its focus. By direct actions to increase native employment, the Association may well contribute substantially to the realization of the potential for native employment inherent in the projected growth of the Western Canadian economy. The degree of success attained by the Association will depend on its strategy for action and intervention and the resources they are able to muster. Both of these issues are addressed in greater detail in later sections of this report.

One critical conclusion to be drawn from the overall economic perspective is the hopeful conclusion that it provides the potential for progress in the field of native employment development. With as small a reallocation of economic activity as 10% of the total anticipated employment growth unprecedented improvement in the native condition could be a reality over the next ten years. It is against this potential that the report presents its analysis of the role and activities of the

Association to date and the options it faces in the future. This is the potential which the Interprovincial Association on Native Employment must seek to tap in its pursuit of improvement in the employment situation for natives.

IV. POSSIBLE INTERVENTIONS TO INCREASE NATIVE EMPLOYMENT

This section follows from the analysis of northern development and native employment. It seeks to point out those methods of intervention that offer the possibility of increased native participation as well as those places best suited for effective intervention. As in a previous section, the four identified types of development are discussed separately. Short and long term consequences of each development type must be understood if interventions are to succeed in the task of increasing native employment.

Spin-off benefits produced by major developments are a further source of jobs to be examined. The construction of the schools, roads, hospitals and other facilities, often provides an amount of employment equal to, or in excess of the amount generated by the primary employer. This secondary spin-off employment generation should be considered by the Association in its strategy planning.

INTERVENTION IN LARGE SCALE RESOURCE DEVELOPMENT PROJECTS

Project Stages

It is essential to understand the process through which a major project comes into being. Only then are the appropriate intervention points evident. The following description is simplified and abbreviated to make clear the important stages.

Stage 1: Project Formulation

In this stage pre-feasibility and feasibility studies are conducted, initial and general negotiations with government occur and the corporation weighs all of the factors it considers important prior to a preliminary decision to proceed.

Stage 2: Detailed Studies

Within the context of the preliminary approval and with an awareness of the regulatory hurdles ahead, a comprehensive set of studies are conducted to further define feasibility, to determine impact, and to aid approval. Such studies normally include environmental impact, socio-economic effects as well as technical and scientific assessments.

Stage 3: Hearings

The project is reviewed by various regulatory agencies, boards and occasionally a Special or Royal Commission. During this stage interested groups or intervenors express concerns, question expert witnesses and file interventions asking for consideration of their point of view by the regulatory body. After the hearings and further consideration, the regulatory authority announces a decision which is often a modified or conditional approval of the proposed project.

Stage 4: Contracting

After approval, the corporation or consortium generally contract with one or several construction companies to build the facility whether it is a pipeline, mine, refinery or plant. To ensure the conditions established in the regulatory process are adhered to during construction, the contract will contain compliance clauses. In this way the responsibility or liability of the corporation/consortium is passed on to the contractor. In fact, the reputation of a contractor in complying with contract conditions (such as a native employment requirement) will often influence the selection of that contractor. Penalties for non-compliance can be severe, creating an added incentive for selection of an able and reliable contractor.

Chart IV - I

Intervention in Major Resource Projects

			<u>Association Role & Objective</u>
Stage One:	Project Formulation	<u>Information</u>	(to supply information)
Stage Two:	Detailed Study	<u>Information Advocacy</u>	(to ensure consideration of native employment needs)
Stage Three:	Hearings	<u>Advocacy</u>	(to make approval conditional on native employment provisions)
Stage Four:	Contracting	<u>Advocacy Information</u>	(to make contractors aware of native employment requirements)
Stage Five:	Hiring/ Construction	<u>Coordination Advocacy Evaluation</u>	(to ensure maximum impact and benefit by coordinating government, labour and corporate activities)
Stage Six:	Transition to Operations	<u>Advocacy Evaluation*</u>	(to ensure natives form part of the permanent workforce)

* The Association will want to do general evaluations of major projects as input to future employment development strategies.

Stage 5: Hiring/Construction

The contractor or contractors recruit and hire workers to construct the project. Often, provisions of a collective agreement are crucial in determining where workers are recruited. For example, hiring halls in major urban centers as a mechanism for recruiting northern project labour may pose a significant barrier to native involvement.

Stage 6: Transition to Operations and Start Up

The project moves from 'under construction' to operational status. Construction staff decline in numbers and the permanent operations staff are hired.

INTERVENTION

Intervention requires a review of each of these stages and a different kind of action at each level. The attached chart sets out the Association's intervention role and possible objectives at each stage.

In the detailed study stage, the Association, in cooperation with the local native population whether they be an Indian Band or other grouping should endeavour to ensure that native employment is considered by those undertaking impact studies. Direct advocacy to the corporation involved as well as work at the community level is essential.

During the hearing stage, the Association should be prepared to advocate proper regard for native employment. Intervention either with the local community or as a third party is recommended as an effective means to focus attention on native employment potential. An information and advocacy role should be continued at the contracting stage.

In addition to information about programs and sources of assistance the Association might be able to supply information regarding successful developments that might serve as models for action and imitation by other groups.

At each of the stages the Association will have largely an information/consultative role. The major contribution of the Association must be to improving the conditions and milieu in which community enterprises struggle to exist. As described opposite, this will involve an advocacy of increased funding and assistance.

Intervention to Increase Native Employment in Large Institutions

Governments, crown corporations and large private service corporations and utilities are most dependent on personnel systems to recruit, hire, train and classify their employees. They generally have a great number of similar jobs, with few entry points and long career ladders within their bureaucracy. Personnel once hired and placed, tend to become long service employees. For this reason, a most important intervention to increase native employment is directed at the personnel policies and activities of large institutions.

A set of policies generally referred to as Affirmative Action, implemented within the personnel function of a large bureaucratic organization can greatly increase employment of the group for which it is directed. The Association could intervene at the most senior levels of management and at the Board of Directors or Cabinet level to advocate native employment improvement within these organizations. The Association could also develop its knowledge and information about Affirmative Action

approaches so that personnel departments may be aided in implementing changes.

Intervention to Increase Native Employment in Urban Areas

Where employers are not large enough to warrant a separate personnel function, it is difficult to determine how an effective intervention might be structured. Certainly, publicity generated in support of native employment, awards to cooperating businesses and education of those working in the manpower placement field are all useful interventions. For example, the annual award presented by Alberta Native Outreach has generated very positive publicity.

The difficulty of formulating a concrete strategy in the urban area would be less of a major hurdle if the rate of urban native migration were not extremely high. The total native population in major Western Canadian cities has climbed dramatically since 1971, and the rate seems to be increasing.

Overall, the Association will need to adopt a long-term strategy of working on the employment recruitment and placement process in urban areas. Some community based economic development within the urban native community is also possible. The Association will need to react where possible to the urban economic development process as it affects natives, and intervene when and where gains can be achieved.

The complexities of the urban situation are a very real obstacle. Not only is the existing social structure well developed but natives face the dual role of urban migrants and natives. Schools,

housing and other basic services do not always or even often meet the needs of native families. A much more elaborate set of supports are necessary to assist urban natives in attaining some measure of participation in the employment mainstream.

Levels of Intervention

One important element in a strategic approach to native employment is an understanding of organizational complexity and the type and job level of people likely to be contacted in various endeavours. The Association will find itself dealing with very different kinds of people in the various organizations it is necessary to have dealings with.

In large resource based multinational corporations, the Association will likely have two separate levels of contact. The first will be at a senior management level and will necessarily revolve around obtaining policy approval and corporate commitment to native employment goals. At this level executives are likely to be professional managers able to appreciate a well-reasoned approach based on principles of corporate responsibility and the public interest. This will not ensure success but a professional approach will ensure a hearing and some consideration. Very specific requests to senior management are most likely to gain favour. Vague statements in support of greater native participation are unlikely to elicit much support.

The second level of contact the Association is likely to have with major resource based corporations is with their personnel function. Unlike senior management, the personnel function will tend to be staffed

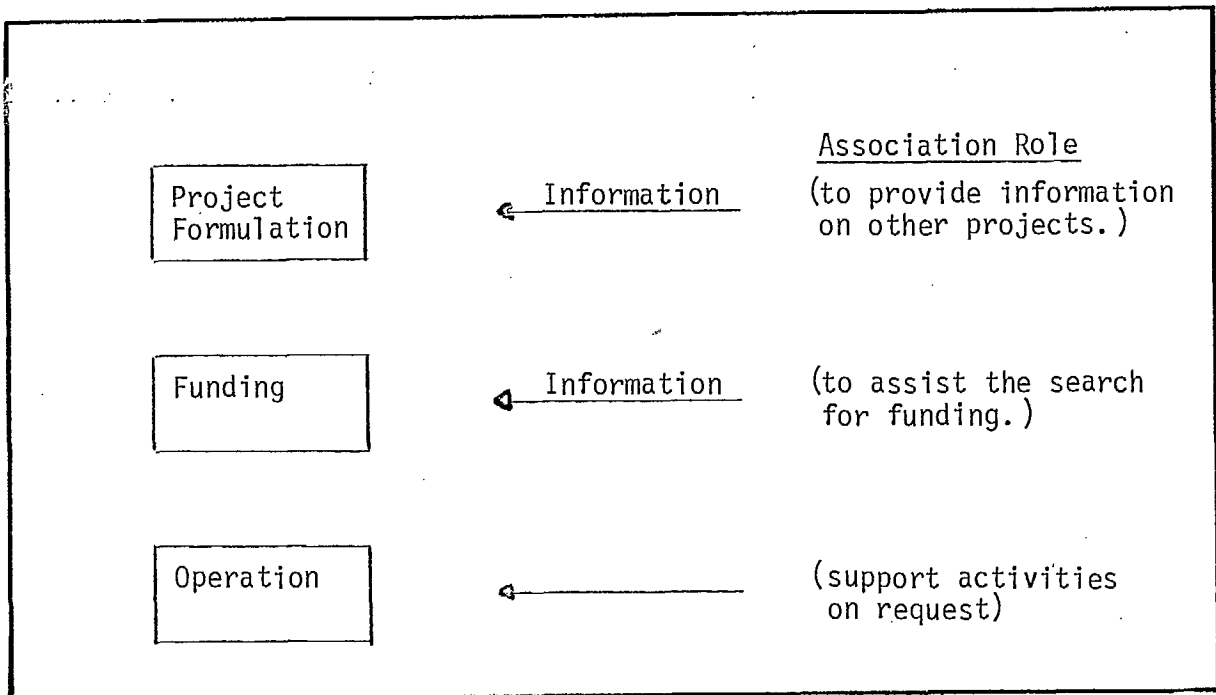
by people with practical field level working experience. They will be most concerned with staffing projects on schedule with qualified workers possessing stable work records. Personnel Department staff are most likely to be convinced by practical approaches which show exactly how objectives are to be achieved.

The types of individuals encountered in the community based economic development field are likely to be markedly different from those employed by large corporations. They are quite often lacking in formal management training but very committed and prepared to devote long hours to the success of a venture. The success or failure of a community based venture often is the difference between employment and welfare for those involved, increasing their dependence. Sophistication in skills and approaches is often lacking and the effort will need to be a cooperative one stressing the need for joint solution of practical problems.

In labour unions the most frequent experience will be encountering persons with lengthy seniority and field experience. Approaches will need to be very practical and geared to hiring and skills as well as worker stability at the job site level.

Encounters with government personnel will likely occur at a variety of levels and junctures. Few generalizations are possible. Government field staff will vary widely in qualifications and views. The most important insight into government officials will come from a clear understanding of their specific objectives and authority. This will likely be obtained only slowly in a working situation.

Chart IV - 2 Levels of Intervention in a Community Project



At the hiring stage the Association should work with the relevant unions and the contractor to maximize the employment opportunities for natives. Preparatory work in the form of training courses to ready workers for jobs are highly effective as part of an overall strategy. The Association could also advocate assignment of work on the basis of contractors adherence to native employment clauses on previous projects. Coordination of public and private resources will also be very important as will an evaluative role on the part of the Association.

During the transition to permanent operations phase, the Association should attempt to secure appropriate movement of natives from construction to permanent jobs. Evaluation and critical public comment on efforts is an essential task. Cooperation from both union and employer will be required.

Intervention to Increase Community Based Employment Generation

The essential ingredients for successful small scale community based employment development are adequate funding and access to necessary expertise. The banks and various government programs and agencies are the usual source of both for native employment development. The supply of funds for such enterprises is generally severely constrained and natives have a particularly hard time obtaining funds due to a lack of security.

Native groups and communities are often not aware of the full range of sources of funds and other assistance for community based employment projects. The Association could effectively intervene to alleviate this communication problem as well as pressuring governments and the banking community to increase the total supply of funds available.

V. HISTORY, ROLE, AND GEOGRAPHIC SCOPE OF THE INTERPROVINCIAL ASSOCIATION

HISTORY

"The Interprovincial Association on Native Employment, Inc., is a body comprised of individuals and organizations interested in assisting individuals, groups, organizations and governments in understanding and effectively dealing with the issues surrounding the employment of native persons in industry and government."

Mr. Rod McKenzie
Cranberry Portage
June, 1977.

This description captures well the general thrust of the Association. The objects of the Association as set forth in its incorporation are as follows:

- To reflect the needs and wants of native people regarding employment;
- To provide advice, direction and assistance to persons of Indian, Metis, Non-Status and Inuit ancestry and to such bodies corporate or otherwise as employ, assist or are otherwise associated with persons or groups representing persons of such ancestry.
- To provide an information exchange about policies and programs of government, industry and labour in order to encourage innovation and transfer of effective approaches in the native employment field.

The Association grew out of meetings held in Saskatoon (May 19-20, 1976) and Edmonton (September, 1976). It was incorporated as a corporation without share capital under Part II of the Canada Corporations Act in mid-1977 following a meeting at Cranberry Portage.

Before reviewing the major activity of the Association and its several Conferences, it is important to briefly describe its organization and structure. The Association's bylaws set forth that the Association shall have its headquarters in Thompson, Manitoba. Provision for movement of the headquarters according to the residence of the President and Secretary-Treasurer was also provided. Membership fees are split dependent on whether the member is an individual or an organization. Individuals pay a membership fee of \$10.00 per annum while agencies, companies, unions and organizations pay a fee of \$100.00. The current membership totals between thirty and forty individuals and six organizations.

The Association is managed by a Board of Directors consisting of nine individuals, three of whom shall be from each of the Prairie provinces and six of whom must be of native ancestry. This native provision regarding the Board reflects the strong conviction of the Association membership that a native perspective and composition must remain a central feature of the Association.

To date the Association has had a very small budget which consisted largely of meeting fees and disbursements. Many of the actual costs of the Association have been picked up in the budgets of the companies and governments that employ members of the Board of Directors. The potential problems with this type of dependence became clear when the Secretary-Treasurer and one Director were unable to attend the Edmonton Conference due to a decision of their Minister.

The first major Conference of what was later to become the

Interprovincial Association on Native Employment was held in Edmonton, September 21, 22, 23, 1976. It was jointly sponsored by Canada Manpower and Native Outreach. Three main topics of discussion at the Conference were:

Government role in native employment;

Canada Manpower's role, approach and attitude when involved with provincial governments and Native organizations in joint programs;

Support services-relocation, counselling and housing.

The Edmonton Conference followed a symposium initiated by Ivan Ahenakew in Saskatoon, May 1976 and a steering committee meeting on July 16th, 1976. The Edmonton Conference passed a number of resolutions on the various topics discussed.

Resolutions included support for Native Outreach, demands for native participation in employment programs, demands for more local hiring policy discretion, demand for more return of resource revenue to the community level, suggested native employment policies to be adopted by Provincial governments, more consultation by natives on housing policies and programs, and also approval in principle for the creation of the Interprovincial Native Employment Association. Suggestions for topics and guest speakers for the next conference were also put forward by those in attendance.

The next Conference was held at Cranberry Portage, Manitoba in early June, 1977. Major topics discussed included:

• Role of Unions in native employment;

- Role of Industry in native employment;
- Economic development policy for Northern Manitoba, Northern Saskatchewan and Northern Alberta (Governments).

In addition to discussion of various issues, a Board of Directors was elected to run the affairs of the Association. Incorporation followed shortly after the Cranberry Portage Conference.

The most major and well attended of the Association's Conferences to date was held in Edmonton, March 13-15, 1978. Over 100 delegates attended the Conference which had as its focus the need to build successful programs to promote the recruitment, hiring and placement of Native people within new companies, projects and areas.

At this 1978 meeting, discussion following the President's report concentrated on the future financial base of the Association. A wide variety of suggestions were put forward including government core funding, increased membership and an appeal to corporations and unions for support.

In summary, the Association has experienced a gradual growth and development that has taken it from initial discussions in 1976 to full fledged organization status two years later. The major question now facing the Association is what role to pursue in the future. From the answers to that question the organizational structure and necessary resources can be determined. A more detailed discussion of specific issues and relevant resolutions is included as the following part of this report. Of critical importance is the Association's diversity and articulate formulation of constructive policy.

Policy Thrusts of the Association

A detailed examination and study of the files, minutes and other documents of the Association allows some conclusions about the general thrust of policy discussions. The range of policy recommendations and resolutions is made clear and through that process the general direction and purpose of the Association is illuminated. Of central importance are the following recommendations and resolutions approved by the Native Employment Conference, held in Edmonton, September, 1976.

The recommendations focus on the housing necessary as a support to native employment while the resolutions cover the wider gamut of native employment; employment support; economic development; housing and finally the formation of the Association itself.

RECOMMENDATIONS:

It was recommended that:

- people directly involved in the delivery of services to the Native people, be involved in training sessions that will help them improve their attitude and approach to their clients - ie. Cultural Awareness programs.
- rather than exert all efforts of counselling on the client and family, a great emphasis should be put on counselling the community (supervisors, employers, etc.) so they will accept the Native as he is.
- the Department of Indian Affairs should be approached to amend the regulation concerning off-Reserve housing for Native people, to put it in its proper perspective with regard to wages and geographic location.

- provincial governments be responsible for assembling land in major growth centres and rural communities in consultation with the Native organizations involved in Employment and Housing to determine the priorities.
- both levels of governments design a special program in consultation with Native organizations which would lead to home ownership in urban centres.
- those individuals who are purchasing houses be consulted concerning the design to meet their needs.
- the Rural and Native Housing program have the population restriction increased to 5000 from 2500.
- the Chairman of each provincial Native Housing organization form a National Housing Committee to make recommendations and changes in policy to increase the effectiveness of housing programs.

RESOLUTIONS:

It was resolved that:

- the Outreach funding be continued and expanded where needed to ensure that Native people can continue to deliver effective service to Native people.
- any relocation, training, or employment program involving Native people must involve Native participation in the negotiations, direct contact, field work, and counselling areas.
- local Canada Manpower Center managers and communities be responsible for setting requirements and local hiring policies, education requirements to be established on a realistic basis, recognition of the local Native language in hiring criteria.

- government identify resources obtained through taxation and related expenditure on human and economic development. Oil, gas, minerals, and tax money could be diverted back into the community for human and economic development (equity, royalties).
- each respective Provincial government (Manitoba, Saskatchewan, Alberta) and the Northern Employment Committees work towards adopting similar attitudes and policies in the hiring of Native people, as the Federal government is doing as public and civil servants - ie. the Native Employment Program.
- Bridge financing be increased to 50% of the cost of the house or that a revolving loan fund be established in order to provide operating capital. (Housing)

A motion was made to approve in principle, the formation of the Inter-provincial Native Employment Association and to give the present members of the Steering Committee the authority to begin legal formulation of this body.

The 1976 policy deliberations set the parameters of policy discussions which have been fleshed out by subsequent conferences and meetings.

The 1977 Conference in Cranberry Portage began with a discussion of the 1976 recommendations and resolutions. These comments were summarized as follows:

- Land Assembly

Clarification was requested on what is meant by "assembling" land. The point was made that the Association should not

assume to take responsibility for land assembly as this should be the native organization's responsibility. Land should be made available at an economic price but not to obtain a segregated community in later years.

Another concern raised was with regards to membership in the Association's Constitution in terms of the native people because there are political implications as well as in terms of the organizations and provincial and federal governments.

● Outreach Funding

Outreach should be continued and expanded to become a permanent program. Clarification on Outreach funding and what are the qualifications required to hire an Outreach worker and what training is provided.

● Relocation, Training

Field work not satisfactory. Clarification on what is meant by "participation". (Rod McKenzie explained that where there is new development going into a community or area there ought to be some participation initially in terms of how the people could benefit.)

● Local Hiring Policies

There should be some sort of employment organization in communities. Native input in terms of policy and decisions.

● Resources

Definition of "community" - Muriel Venne explained this simply meant isolated communities and surrounding areas where the resources were being taken out and nothing going back into the community. Concern on royalty being politically acceptable.

● Provincial Government and Northern Employment Committees

Clarification on "Northern Employment Committees". Native input is very important and needed.

- Housing

Clarification was asked for on why this housing resolution had been presented and Muriel Venne replied that the reason was that with regards to relocation, housing was a very important factor.

When native organizations are involved in housing, adequate funding must be made available.

As well as dealing with the recommendations and resolutions, the assembly engaged in the following tasks:

- Examine the role of Industry and Labour in encouraging native employment;
- Consider future responsibilities;
- Examine the role of Industry and Labour in promoting native employment;
- Consider future alternatives.

Some of the points raised in the group reports and discussions were as follows:

- Government and industry know 10 years in advance of developments - need to negotiate with native groups so training can take place ahead of time.
- Define type of jobs that will be available - more information type of workshops are needed to be held at the community level to describe industry's intention.
- What motivates industry/labour to get involved?
- Greater knowledge and appreciation of the Northern Preference Clause.
- Constitutional clause in unions specific to native peoples.

- Power and initiative to do something about "jobs" rests with industry/unions. Industry must see issue as problem of industry, not problems of government. Industry must subscribe to, initiate and implement a native employment policy even if it costs them productivity. It must become their problem and their solution.
- Policy of Co. must state native employment position - jobs reserved for local people.
- Industry/unions/government should bend rules and modify recruitment, educational standards, jobs to accommodate culture.
- Train their supervisors.
- Industrial (more permanent) can play complimentary role to other support services through education - negotiation/bargaining.
- Employer must emphasize training for both development phase and operational phase.
- The following resources and opportunities should be available to native people: career-job information, recruitment/selection to include native people, job orientation, training for industry supervisors, monitoring/evaluation of job, counselling services (job-family), trainee meetings, continuing employment opportunities, post job exit interviews, education re union organization.

The assembly also identified several "essential elements" of each of the following components of native employment:

Supervisory Training

- Understanding native culture;
- In-house training to promote natives to supervisory positions;
- Problem of stereotype native potential;
- "Liaison" staff involved in supervisor training;
- Education given by native organizations/instructors.

Job Placement

- Placement agencies should work closely together in the three provinces;
- Longer term "package" (5 years) not just year to year;
- Forestry area has potential for united programs;
- Life safety training;
- Programs lock people into system re evaluation/training - should include career patterns;
- No supervisory training/management training included in placement programs;
- Always blame supervisors etc. - not fair - need better understanding of lifestyle - industry's role.

Job Training

- What does "training" mean?
- Personnel function (native people in it);
- Training doesn't start with grade 10 - needs to start earlier - "vocational tours" - on site observation.

Relocation

- Commitment from Industry and all other support agencies;
- Native role of counselling - identifying the suitable people;
- Reception of people and bridging a gap for support services;
- Houses should be scattered in the urban community.

Native Outreach

- All counsellors from home area speak language, understand culture;
- Work with employers/government/unions/CMC;
- Recommend that Manitoba Native Pathfinders reorganize - like Native Outreach.

Commitment

- Total Involvement;
- Obstacles - money, social change, housing;
- Certain number of entry positions made available with training in certain trades;
- Unions more flexible in allowing semi-skilled on projects.
- Unions more active in encouraging native involvement;
- Management give morale support to native programs.

Essential Elements of the Work PoolBenefits

- Availability of manpower;
- Availability of jobs;
- Benefit to hard core unemployed in terms of adjustment;
- Allows for job sharing;
- Community has more control in labour contract arrangements;
- Could provide bridge between training and employment e.g. Cranberry logging experience;
- Opportunity for full-time employment and owning community business.

Limitations of Work Pool

- Mainly restricted in low skill employment;
- Limited employee benefits i.e. pension, job security - 99% short-term or seasonal;
- Limited training opportunity and chance for advancement;
- Job sharing would restrict income and opportunity for workers who want to work full-time if work pool is only work available;
- Employers might resist because of complications to pension plans, bookkeeping, etc.;

- Would probably involve travel, cause some problems in family due to uncertainties.

Essential Elements of Work Pool

- Solid contractual agreement between employer and people responsible for work pool;
- Solid agreement between unions, employer and labour pool prior to commencement;
- People in labour pool must understand purpose and limitations;
- Community must understand and support labour pool concept and purposes;
- Labour pool should generally lead to more permanent and better employment and thus should be agreed to in advance;
- Support services shall be provided as indicated i.e. maximizing of opportunity, scheduling changes, etc.;
- Shouldn't stop the development of a better job environment.

The Conference also discussed the constitution of the Interprovincial Association, as it was only in draft form at that time. The draft was accepted with some amendments, giving the association a firm constitutional base. At the conclusion of the 1977 Conference the following clarifications of existing resolutions were made:

- Outreach

Be it resolved that the Outreach Program in Manitoba be pulled together, examined, and restructured by the two parent organizations (MMF and MIB) in such a way as to make it an effective, united effort which will be free of any political interference.

- Local Hiring Policies

Be it resolved that the Public Service Commission and the native communities be responsible for setting requirements and local hiring policies, education requirements to be

established on a realistic basis, recognition of the local Native language and/or lifestyles and cultures in hiring criteria.

● Resources

Be it resolved that provincial and federal governments be urged to indicate the economic rental received from specific northern projects or a specified region of interest to native peoples and that they be asked to indicate what proportion of the economic rental is ploughed back in economic and human development in the region concerned. Every effort should be made to increase this proportion.

● Provincial Government and Northern Employment Committees

Be it resolved that each respective Provincial government (Manitoba, Saskatchewan, Alberta) and those Northern Employment Committees in existence work towards adopting a more positive attitude and policies in the recruitment and career development of Native people. - ie. the office of Native Employment.

The progress of the Association from resolutions stating vague directions to resolutions with principals and concrete proposals is evident. As had been the previous practice, at its 1978 Edmonton Conference "Strategy for Success", these resolutions were once again reviewed. The following comments were forthcoming.

● Outreach Funding

Outreach funding has been accepted now and will continue. Expansion was needed but not possible at this time.

● Relocation, Training

Training Program: Hudson Bay Smelting & Mining have been working closely with community leaders, selection and recruitment has been done in consultation with community leaders in Manitoba and Saskatchewan. Government now has knowledgeable people of Native ancestry employed.

Large turnover of employers at Hudson Bay. Accomodation was a problem.

Removing community resources resulted in good people relocating to other centres.

Transition and relocation problems related to white people as well as Natives.

Syncrude: Housing was a problem.

● Local Hiring Policies

Recommendation made by Interprovincial Association.
Russ Moses has considered the recommendations made.

Joe Courchene reported that this was a policy group dealing with eight major departments to examine hiring policies, qualifications, etc. To date, they are on their first draft of this program.

Native people were best qualified to work in Native employment. Native Forest Fire Fighters are hired when the government needs help in regard to lands and forests in the province.

There were only thirteen people in Native Secretariat. Education is often stressed and common sense is quite often forgotten. Provincial government should go to school to teach governments to change their attitudes towards Native people.

Provincial government of Alberta has no affirmative action legislation. The Native firefighters had progressed in being able to improve conditions for them.

● Resources

The conclusion: Draining resources from communities and not putting anything into the communities.

● Housing

Housing and employment are major concerns in Saskatchewan. Housing costs are too high.

Permanent type housing - Long term phase construction
Camp type housing

Again the increasing sophistication and practicality of policy deliberations is evident. The 1978 Conference utilized a panel system

and output was not in the form of resolutions but rather was organized as a compilation of comments and ideas on various subjects. The issues dealt with began from the following core questions;

Panel 1

Do companies, businesses, local government, etc. have a responsibility to hire local Native people?

Do unions have a responsibility to hire non-union members (ie. natives)?

How do we deal with the problem of choosing a less qualified person?

What has Native Outreach done in reaching out for new jobs?

Is there a commitment at Senior Management level? Board level?

Panel 2

Are current training programs successful? Are they necessary?

What criteria are used for boards or training institutions? Should not local people have input?

Should private industry have more input in training programs?

Are the Native people utilizing programs set up for them?

What are labour unions doing with regard to training?

What are employment opportunities in management and middle management levels for Native people?

What is the Provincial government's responsibility for Natives who move from communities to cities?

Would private industry provide financial aid to Post-Secondary Native students?

Will the provincial government endorse pre-employment programs?

Panel 3

What are the factors affecting the hiring of Native people? How can these be affected to produce better results?

Panel 4

What constructive action can we take to aid the situation?

What action should Native people take for employment in provincial government?

In addition to points noted above the policy discussions indicate a perception of the union/management reality and an attempt to grapple with that situation to aid native employment. A serious evaluative purpose is evident throughout the conference material of the Association.

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Although each conference pursues parallel issues, and in some cases updates information from earlier discussions, to date this material has not been brought together in an organized way other than the annual minutes. The foregoing section, while highlighting the flow of discussion, inadequately captures the Association's viewpoints. The minutes of the meetings along with supporting documents, if brought together and summarized into a common format, could be used as input into the development of a series of native employment manuals.

Geographic Scope of the Association

At present, the Interprovincial Association is an organization consisting of representatives and members from the provinces of Manitoba, Alberta and Saskatchewan. The obvious question is whether this is the appropriate geographical definition. It is unlikely that any reasonable grounds exist for narrowing the Association's territory so the key issue is what case can be made for expansion.

An earlier section of the report has noted the high concentration of native people in the four western provinces and two territories. There are also resource projects, notably pipelines, that cross provincial boundaries in the west. For these two reasons, some grounds for western expansion are present.

The extension of the Association to the national scope would strain the resources and lose the focus of the Association. It is unlikely that as massive an expansion as a nationwide one could be achieved without great difficulty and a loss of the impetus attained to date.

If there is to be an expansion into the province of British Columbia and the Yukon and Northwest Territories, it should be carried out in cooperation with existing native groups and with attention to the special needs and problems of those areas.

Role of the Association

The roles undertaken by the Association since its inception fall in three general categories: advocacy (particularly with regard

to the Federal Government's Native employment policy); information sharing (through Conferences) and education (by providing information to businesses, governments, unions and other organizations).

The Association has also undertaken two other roles on a tentative basis. One of these is evaluation and the other is professional development. The evaluation role has manifested itself in resolutions regarding programs as well as in discussion of various companies' efforts in the native employment field. Out of the Conference experience, there has been a certain amount of professional development particularly for Native Outreach workers and other employed directly at the field level in native employment activities.

The annual Conference has proven an educational and informational forum. Some policy development has also occurred through the resolution process. No regular newsletter or ongoing communication forum has emerged although the material prepared for Conferences has had fairly wide circulation. This has left information sharing as a very informal, ad hoc process.

The Association has avoided any involvement in program delivery thus far. There is a strong shared belief at the Board level that if the Association were to undertake program delivery activities it would place itself in a competitive position vis-a-vis native organizations and others with whom it would rather work on a cooperative basis. For this reason it is unlikely that any program delivery responsibilities will be sought or accepted by the Association.

An area of endeavour which the Association has pursued to a limited degree is a consultation role with existing program delivery agencies. Members of the Board have expressed the view that the Association could act as an advisor and consultant to an increasing extent in the future. With increasing involvement of various levels of government working with companies to achieve native employment objectives, it may be an area where both advocacy and advisory roles increase in workload.

The Association's current advocacy role was a concern of some of those contacted. They felt very strongly that a greater impact could be achieved if more emphasis was placed on approaching major resource and construction corporations at their most senior management levels. The successful involvement of Canadian Bechtel and more recently Poole Construction in the Board level of Alberta's Native Outreach was cited as evidence of an approach at senior levels of management. It was noted that the expansion of this activity would require an individual on staff capable of speaking with a great deal of knowledge and authority in the native employment field.

The most appropriate summary comment on the roles and functions of the Association to date is that they likely encompass any contemplated future roles although the future may bring redefinition of target groups and a sharper focus to activities. The essential question to be determined is the one of priorities and emphasis for the Association in the future.

VI. OPTIONS FOR THE FUTURE

The options facing the Interprovincial Association on Native Employment run the full gamut from termination of activities through maintenance of the current level of effort to moderately or greatly expanded activity. Each of these options is premised on a different level and mix of activities. Each of these options implies a different level and mix of necessary resources. No single role is likely for the Association in light of the breadth of its past endeavours and the diversity of interests of its membership.

The choices facing the Association are: which activities they wish to emphasize; where best to apply available resources; and the degree to which further resources can be gathered. For each option the proposed set of activities define the necessary structure and resources (financial, staff, support services.).

There are a few common elements or assumptions shared by all the options. One of these is that the Association should not and will not become a delivery agent for employment programs. This has been discussed in an earlier section. A second, is that the Association will continue to draw on the talents and skills of the pool of experienced native people upon which its success to date has been based.

Option 1 - Termination of the Association

The purpose for including this option is to pose the question that all organizations must ask if they are to remain alive and

vital. Is there a continuing need for the organization? Is there some other organization better able to undertake the role and functions of the Association? In each case the answer to these questions is - no. There is a continuing and expanding need for an organization pressing for improvement in the native employment field. No parallel organization exists in the region and even if one emerged it would be difficult for it to assemble the diversity of talents and groups represented within the Interprovincial Association.

An additional consideration is that of organizational effectiveness. If the various members and leaders of an organization are unable to agree on an attainable set of objectives then continuance of the organization may prove frustrating to all involved. In such a case, termination may be preferable to the continued frustration of individual energies and intentions. This does not appear to be the case at present with the Interprovincial Association. If, at some future date, the Association should find itself unable to agree on a direction then termination should be considered as an option. Until then, the Association should proceed to pursue those objectives around which a consensus can be developed.

For the above reasons this option is not pursued nor is it recommended.

Option 2 - Continuation of Existing Roles and Level of Activity

This option would have the Association continue to function at its current level of activity. The focus of efforts would remain the annual

rotated Conference aimed at a particular issue or set of issues. Membership growth could be promoted to a moderate extent through mailings to potential supporters and by attempting to sign up as members a larger percentage of those attending the annual conference.

The functions of advocate, educator, information source, professional development and advisor would continue as they have been previously described. There would exist the capacity to alter the emphasis accorded various functions but the total workload carried by the Directors and membership on a volunteer basis could not be expected to increase markedly. An example of emphasis of a particular role would be a concerted effort to advocate native employment components for large scale projects before regulatory agencies or pressure on large institutions, government and utilities to undertake affirmative action or a more aggressive role in the promotion of community based employment development. With membership growth some degree of increased activity would be possible.

If this option is adopted it is likely that some amount of potential for native employment on northern projects and in northern communities will be sacrificed for want of the expertise to develop it. The absence of a strong informed advocate on behalf of proven methods of native employment development with a broad perspective and commitment may also lead to squandered potential.

The strength of the continuation option is that it entails little upheaval in the Association and little chance therefore of failure.

It would require no incremental resources except where employers have reduced their indirect support by refusing to allow time off or to pay travel costs. Supplemental funding to replace this withdrawal will be necessary if this phenomena continues.

Option 3 - Incremental Activity

This option would see an expansion of Association activity. Rather than a change in the nature of activities undertaken, the most sensible course of action would be for the Association to increase the number of developments in which it intervenes and the intensity of the interventions. As outlined in the previous section, these interventions would need to be focussed and well researched.

This expansion option would imply greater resources in keeping with the contemplated expansion of activities. A permanent office would need to be established and a staff hired to operate and implement the policy decisions of the Board. The key staff person would most likely to a general manager or executive director. Other staff would be in a clerical or secretarial support role. This would free Board members from routine administrative tasks and allow them to devote their time to education and advocacy functions.

Depending on the skills and knowledge of the individual or individuals hired as staff, they might well undertake the information and advocacy function vis-a-vis large corporations, unions and governments at a senior management level, outlined in the intervention section.

The addition of full-time staff would enable a more comprehensive and intensive effort by the Association. Following the classification scheme put forward in a previous section, it is possible to foresee a plan of action including intervention by the Association at all stages as both an advocate and educator. The plan of action could also include efforts in the community economic development and employment area as well as efforts to promote affirmative action with large organizations.

Incremental financial resources would be necessary. These would be obtained in the ways outlined in a subsequent section of this report.

Annual Conferences might be more able to focus on staff development and education if the advocacy and information role were undertaken on a continuing basis throughout the year. The director could be involved in fund raising although some approval of funding would be a prerequisite to hiring a director.

The annual budget necessary for this level of operation would likely be in the range of \$50,000 to \$75,000. Extensive travel by the executive director would be an essential feature of the perceived role and would also facilitate communication within the organization.

Option 4 - Further Expansion

This option would foresee a massive expansion in short term Association activity and financial support. It would envisage an

executive director and full-time professional staff in the office. The Association would undertake the development of separate provincial chapters that would come together annually to discuss common problems.

The incremental funding requirement would be on the order of 3 to 4 times as high as the previous option. The total cost would depend on whether full fledged offices were opened in each province and salary levels of those hired.

This option might well be the long term consequence of adopting the previous option in the short term. The functions would be an intensification of those described above and those currently undertaken, advocacy, information and education with an emphasis on more detailed grass-roots work. Only with a sizeable expansion of staff and activity would a grass-roots thrust be possible.

VII. FUNDING OPTIONS

The most fundamental division between various forms and sources of funding is their reliability. Only a capital funding system in which the interest earned by invested money covers the annual budget is immune from cutbacks, restraint, policy changes and the like. For the Interprovincial Association to go this route would require approximately \$500,000 in a capital fund, earning \$50,000 to \$65,000 per annum. This would provide a completely secure source of core funding to the Association.

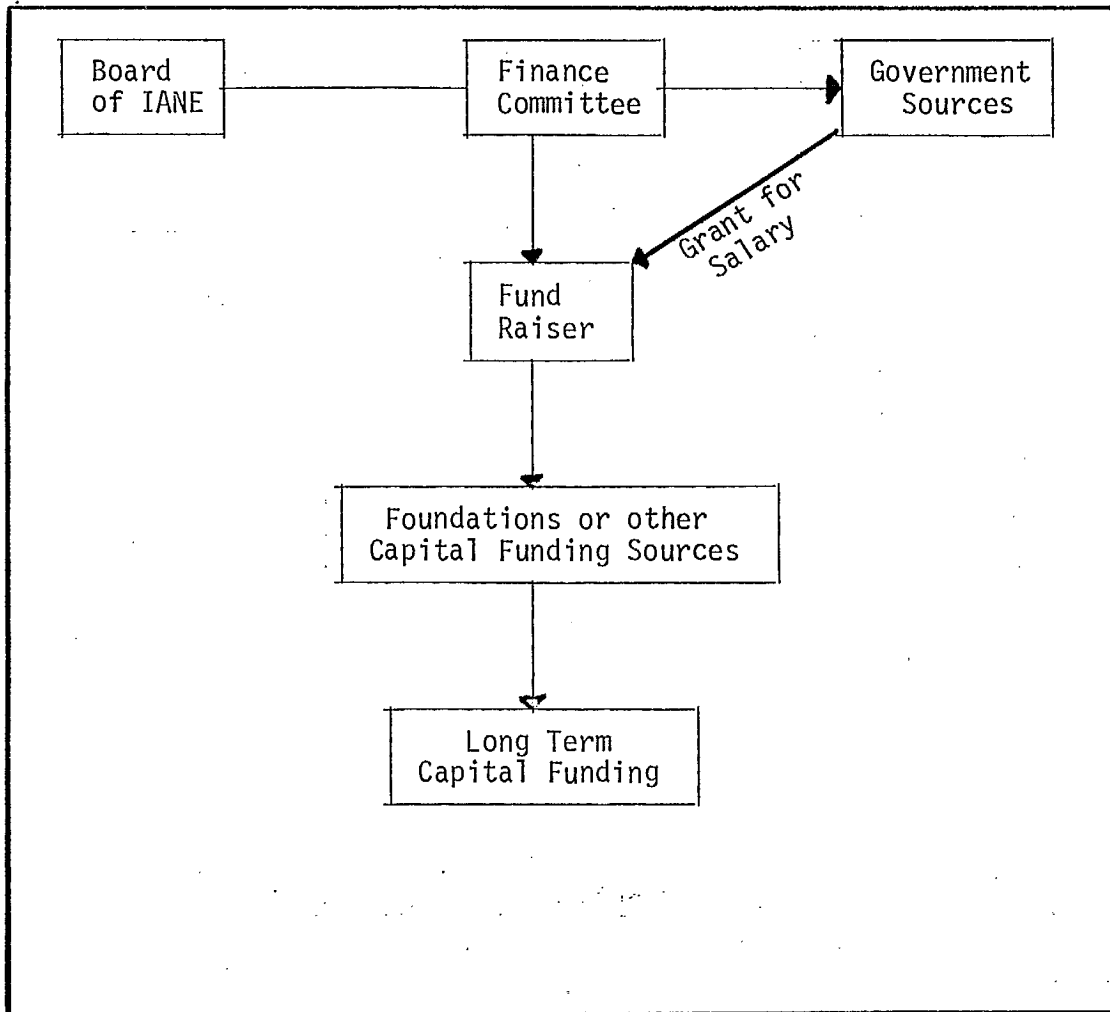
While a capital fund of half a million dollars is the most secure option for the Association, it is likely to require an intensive effort to even explore the possibility and it may well turn out to be an unattainable goal. Funding should be sought for an individual to work with the Association in pursuing long-term capital funding.

The following list is a starting point for such an investigation. Each of the organizations, mostly Foundations, has the financial resources to assist the Association. In addition, each has demonstrated concern or interest in the native policy area previously.

Potential long-term funding sources are:

- The Alberta Heritage Fund, Government of Alberta, Edmonton, Alberta;
- The Samuel & Saidye Bronfman Foundation, 1916 Tupper St., Montreal, P.Q. (937-9488). Current areas of interest include: the Canadian North and native peoples. The Foundation has assets of 18.3 million dollars and spent 1.35 million dollars in grants in fiscal year 1977.

Chart VII-1 Funding Process



- The Donner Canadian Foundation, Toronto-Dominion Centre, Toronto, Ontario. Also interested in the native peoples of Canada and Canada's north, the Donner Foundation has assets of 38.3 million dollars and made grants of 1.9 million dollars in 1977.

Other Foundations with a less specific interest in native people could also be approached.

A process for funding is depicted in the chart opposite.

VIII. A RECOMMENDED STRATEGY FOR THE INTERPROVINCIAL ASSOCIATION

INTRODUCTION

From the previously described options and the analysis of the economic potential for employment of native people, the following strategy is drawn. It views the Association as an educator, as an advocate and as an available resource within the native employment field. Essentially, the strategy builds on the current strengths and activities of the Association in a progressive, sequential fashion.

The strategy would require additional resources. These would include both financial resources and staff. In view of the great potential for substantially increased participation by natives in employment during the next decade of Western Canada's development, it is our opinion that the Association should not hesitate to press its case for financial support.

The strategy is presented in the form of individual recommendations to facilitate deliberation and discussion. Following the recommendations, an implementation section sets out a method of procedure.

RECOMMENDATIONS

The recommendations contained herein represent the conclusions of this study and follow the option of increased Association activity presented in the previous section.

The tasks which the Association would undertake are described in the first set of recommendations, while the further recommendations clarify methods and necessary complementary actions.

It is recommended that:

- The Interprovincial Association should concentrate its efforts in the three functions it has demonstrated ability in, namely education, advocacy and information sharing.
- The Interprovincial Association should set as priorities increasing native employment on large scale resource projects, in community based employment generating activities and through affirmative action programs in large corporations, crown corporations and government departments. The Association should work toward separate strategies in each of these areas. Mini-task forces or working groups might be a useful method of defining separate approaches and goals. Cooperation from relevant unions and labour organizations will be an important ingredient to any success.
- The Association should promote professionalism and encourage the professional development of those employed in the native manpower field.
- The Interprovincial Association should attempt to further develop a capacity for evaluating various native employment efforts and formal programs. Unlike the agencies involved in actual program delivery, the Association has the potential to render an outside opinion from a perspective knowledgeable about native employment and sympathetic to its improvement. This

will require patient and careful development of an expertise and an information base. The Association will need to be thorough in any evaluation work so that its reputation is enhanced not undermined by such work. The evaluation thrust will need to be a component of all other activities.

It is further recommended that:

- ① The Interprovincial Association seek capital funding for an office, necessary support services, executive director's salary and travel expenses. This capital funding should be sought from various sources as described in Section VII.
- ② The Interprovincial Association seek Government funding at either the Federal or Provincial levels to hire an individual to assist with the search for capital funding.
- ③ The Interprovincial Association consider expanding its geographic territory to include British Columbia, and Northwest Territories and the Yukon. The major reason for such an expansion is the border crossing nature of pipelines and other resource corridor projects. The Association will likely become active in advocating native employment in the construction and maintenance of such projects and should consider their totality.
- ④ The Interprovincial Association should undertake a membership drive to increase both individual and organization memberships. The objective of such a campaign should be to create a membership base in the new areas of operation as well as to expand the base in the three prairie provinces. The list of those in attendance at the last conference as well as the list of corporations

appended to this report would provide a logical starting point for a direct mail solicitation effort.

- Once capital funding is confirmed, the Association should hire staff consistent with the activities it intends to undertake. Information regarding native employment should be collected so that the office can function as an information and resource centre both for the membership and for other interested groups. The location of the office should be decided by the directors on the basis of long term considerations as well as cost factors.
- The Interprovincial Association should continue to draw on the expertise and energy of committed native people who have created and supported it to date.
- The Interprovincial Association should continue its annual rotating Conference as a useful mechanism for involving new members and others interested in native employment. The Conference also focuses public attention on native employment issues and increases awareness.
- The Interprovincial Association should develop itself as an information sharing resource center. The concept would be a well equipped Center for information. A starting point might well be the collection of all documents listed in the appendices to this report.
- Any Association staff hired should strive to establish a rapport with those in senior positions in corporations, industry, labour organizations, unions and government. This will greatly facilitate the acceptance of some greater effort in the native employment field by these organizations. The context of collective bargaining will need to be

altered, with the consent and assistance of labour and business if increased native employment is to be an attainable goal.

- The Association should develop over time a series of native employment manuals dealing with specific issues (e.g. education and training, employment support systems, community employment impact, etc.) and directed toward the differing types of development described in the report. The basis for these manuals should include the minutes of Association meetings, the understanding and experience of individual members, and the documentation contained in reports such as those in the bibliography appended to this report. The Association's members provide for the opportunity to produce manuals which consider both field experience, and the findings of more broadly based studies. Since the Association has representation from industry, union and government sectors, these manuals can reflect the needs of all three groups. We are suggesting a series of manuals because we believe that it would be impossible to develop a single document which would be useful in all, or even a broad cross section of activities. Further we recommend that the development of such manuals proceed, only after the direction and funding for the Association have been determined. To develop them independently and in parallel to the funding and reorganization process would stretch the resources of the Directors beyond what can be reasonably expected of a volunteer board.

The adoption of the above recommendations would comprise, in total, the adoption of a strategy that we believe offers a significant and vital role for the Interprovincial Association in the future development of native employment. The following section discusses more specific details of implementation.

IMPLEMENTATION

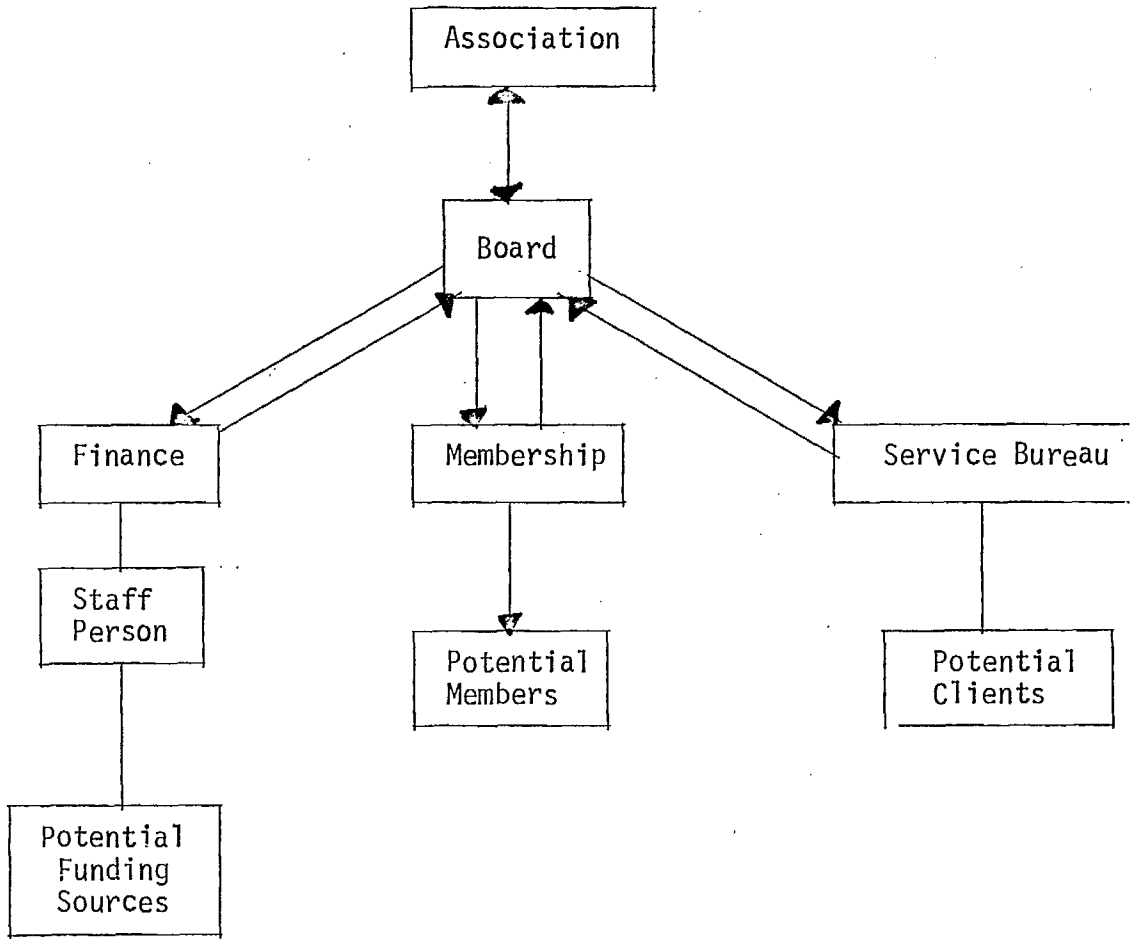
It is recommended that the Association approach the task of implementing the recommendations or that plan of action which arises from the discussion of these recommendations through the establishment of three separate, task-oriented committees.

Each of the committees would be chaired by a member of the Board and would report to the Board. The additional members of the committees would be drawn from the Association's membership or others who have a contribution to make to attaining objectives. The three suggested committees are:

- 0 Finance
- 0 Service Bureau Work
- 0 Membership promotion.

The Finance committee would undertake to locate funding for an individual to pursue long term funding prospects. The salary of such an individual should be financed by a grant obtained from Government. The individual should report back to the Committee within three months on the probability of major funding. The Committee chairman and members should work closely with the individual to ensure that a thorough investigation is pursued. The Committee should report back to the Board within four months on the prospects for long term funding of a capital nature. The Committee would recommend a course of action to the Board.

Chart VIII - 1 Implementation Process



The other task of entering into discussions regarding territorial expansion to British Columbia or the Territories should be pursued carefully. Initial discussions with native groups in those areas should provide a starting point for further work. The Committee will have to judge the potential consequences and benefits and make recommendations to the Board based on their findings.

The second committee would seek out projects which the Association could undertake on a Service Bureau basis. This work could proceed while longer term funding issues remain unresolved, as well as work which the Association would pursue on a continuing basis. Service Bureau work would involve the Association as a consultant to other organizations and institutions. Careful selection of work would be essential to ensuring that the Association does not find itself participating in projects potentially damaging to its reputation with supporters and members. The work undertaken should be within the abilities of the Association and should advance the Association towards its objectives.

A Membership Committee would have two purposes: the first and obvious task of broadening the membership base as well as the related task of determining the appropriate geographical scope of the Association.

This committee should begin its membership drive by approaching non-renewed members and those who have attended past Association Conferences. From that starting point, efforts could be broadened to include approaches to members of related organizations.

Appendices

Parallel to Interventions

- Appendix I. Major Resource Projects
- Appendix II. Community Economic Development Programs
- Appendix III. Large Institutions.
- Appendix IV. Selected Bibliography.

Appendix I

Major Projects Underway or Planned Large Scale
Resource Extractive Type Development

A number of major resource extractive projects which may provide opportunities for native employment are identified. The current list could form the basis for ongoing information for the use of the Association.

Appendix I Major Projects Underway or Planned Large Scale
Resource Extractive Type Development

Manitoba

Manitoba Hydro-power generation, dam and related works
Limestone project mid-1980s, \$1.0 billion.

Tantalum Mining Corporation, Bernic Lake - major mine
expansion 1980.

Saskatchewan

Saskatchewan Potash Corporation, several locations throughout
the province, major expansion of potash production capacity,
\$200-400 million.

Amok Ltd., Cluft Lake, northwestern Saskatchewan, uranium
mine under development, agreement between Amok and the Saskatchewan
government contains stringent native employment clauses.

Eldorado, Key Lake, Uranertz, Saskatchewan Mining Development
Corporation. There are two existing uranium mines and there could be as
many as ten by the mid 1980s.

PetroCanada/Gulf/Government of Saskatchewan, major exploration
and development program for heavy oil in the Lloydminster area.

Alberta

Imperial Oil, Cold Lake - proposed \$4.7 billion dollar heavy

oil extraction project. Currently at the hearings stage.

2nd and 3rd Tar Sands Plants - Announcements of two further tar sands oil extraction plants have been made in the past year. Involvement by Shell Oil.

Sheerness Coal Mine and Power Plant, Alberta Power and two coal companies, Manalta and Forestburg Collieries, will build a coal mine and power plant at Sheerness 125 miles east of Calgary between 1979-1985 at a cost of \$325 million.

Edmonton Power Ltd., is planning to build a \$320 million coal fired generating plant at Genesee, 50 miles south west of Edmonton.

Alaska Highway Pipeline - The most expensive pipeline ever built will cost between \$11-14 billion and be built from 1980-1985. Canadian partner is Foothills Pipe Lines.

Appendix II

Community Economic Development Programs

The information in this section is readily available from public sources. The examples presented here are illustrative of the range and type of programs that are available but because not all programs are permanent the Association should constantly update and add to the programs for which it keeps background information.

PROVINCE OF ALBERTA
JOB CREATION PROGRAMS
SUMMER TEMPORARY EMPLOYMENT PROGRAM (STEP)

Description

The objective of this program is to provide summer employment opportunities for Alberta youth.

Eligibility

To be eligible for STEP employment, youth must be sixteen years of age or older. They must also be residents of Alberta and legally entitled to work in Canada (this includes landed immigrants and visitors with work permits).

This program has varied over the years. The components for 1977 for example, were as follows with the criteria for eligibility and types of assistance available for each sub-program.

1. Provincial Government Department Program.

This program essentially for post-secondary students, provides employment opportunities on research or survey type projects in various government departments from June 1st to August 31st. Wages are up to \$4.00 per hour.

2. Recreation Work Experience Program.

This program provides work experience for post-secondary recreation students with Municipal Recreation Boards. Projects run from June 1st to August 31st on a cost-shared basis. The Province will reimburse the Municipal Board up to a maximum of \$375.00 per month for each student hired. Wage rates are established by the Recreation Board.

3. Veterinary Work Experience Program.

This program, operated by the Department of Agriculture, provides work experience for post-secondary veterinary students with Registered Veterinarians on a cost-shared basis. Projects may begin on May 2nd and must end by August 31st. Wages are dependent on the number of years of veterinary study. The Provincial government will reimburse the veterinarian up to a maximum of \$375.00 per month for each student employed.

4. Tourism Work Experience Program.

This program provides temporary employment for youth in Tourist Information Centres from June 1st to August 31st. Wages are determined between the Zone Offices and the employees. The Provincial Government will reimburse the Travel Industry Association of Alberta Zone Office up to a maximum of \$300.00 per month for each youth employed.

5. Summer Farm Employment Program.

This program operated by the Department of Agriculture, provides farm work experience for high school students with farmers. The program runs from July 3rd to August 31st and is on a cost-shared basis.

Students must be hired for more than two weeks, and wage rates are determined between the farmer and the student. The Provincial Government will reimburse the farmer up to a maximum of \$200.00 per month. The farmer must provide room and board.

6. Municipal Governments Program.

This program provides employment for high school students on maintenance and recreation type projects run by participating municipalities. The program runs from July 2nd to August 31st and wages are usually \$3.00 per hour.

7. Junior Forest Ranger Program.

This program, operated by the Department of Energy and Natural Resources, provides work-experience for high school students on conservation projects in Alberta forests.

To be eligible, students must be at least sixteen and not more than seventeen by July 2nd. They must also be able to provide a medical certificate indicating physical fitness, and suitability for hard work. The programs are run for eight weeks during July and August on a six day (eight-hour day) work week. All students are expected to complete eight weeks.

Wages are approximately \$120.00 per week, with meals and tent accommodations provided. The Forest Service also supplies tents, sleeping equipment, eating utensils, hard hats and the equipment necessary for the job.

8. Agricultural Society Work Experience Program.

This program, operated by the Department of Agriculture, provides employment for students from July 2nd to August 31st. Agricultural Societies of Alberta may hire one student to help to improve the society's facilities and to assist in the fairs and agricultural shows. Wages are paid by the Department of Agriculture and rates are usually \$3.00 per hour.

For further information contact:

Dave Cantera, Director,
Special Manpower Programs,
Advanced Education and Manpower,
406 I.B.M. Building,
10808 - 99 Avenue,
Edmonton, Alberta.

Telephone: (403) 427-3659

PRIORITY EMPLOYMENT PROGRAMS (PEP)Description

The Priority Employment Program (PEP) instituted in 1971/72, is a Manpower program operated over the winter months in accordance with the forecast employment situation for that winter period. The objective of PEP is to provide short-term employment or training opportunities for unemployed Albertans. (The following information applies to the employment component of the program only).

Eligibility

Only unemployed Albertans are eligible for this program. Any provincial department may submit project proposals, and priority will be given to those projects which will employ disadvantaged persons i.e. handicapped, women and those of Native origin.

Assistance

Projects may start as early as December 15th, but most will start January 5th. Projects will terminate April 30th. Extensions beyond that date are rare, but exceptions may be made in special circumstances.

Wage costs will be supplied from PEP funds. Any additional costs relating to the projects must be met by the Departments involved. Wages paid to PEP employees is a departmental decision, but the minimum salary or regular employees just entering government service in comparable

positions is the guideline. Wages may not be below the provincial minimum or above a maximum of \$4.00 per hour.

For further information contact:

Dave Cantera, Director,
Special Manpower Programs,
Advanced Education and Manpower,
406 I.B.M. Building,
10808 - 99 Avenue,
Edmonton, Alberta.

Telephone: (403) 427-3659

DEVELOPMENT CORPORATIONSALBERTA OPPORTUNITY COMPANY (AOC)Description

The Alberta Opportunity Company (AOC) is a Crown Corporation which offers financial and management assistance to help develop Alberta business. The objective of this corporation is to provide financing to businesses for which conventional financing is not readily available. Priority will be given to small businesses, small communities, Alberta-owned enterprises, research and development, pollution control projects, enhancement of Alberta's tourism potential, promotion of exports and reduction of imports, employment and business experience for Alberta students, enterprises offering a high degree of job opportunity in relation to capital investment, enterprises which will develop new markets for Alberta, and local development organizations providing services or facilities related to development or expansion of industry in their own communities.

Eligibility

Businesses must be operating for a profit and may be a proprietorship, partnership, cooperative or corporation under provincial or federal companies legislation. They must be located in Alberta, have a reasonable equity investment in the business, contribute to the province's economic expansion, and be in the best interests of the community and the province as a whole.

Assistance

Financing is in the form of loans, or guarantees of loans, which are repayable with interest. The AOC does not give grants. Repayment terms are flexible depending on a business' ability to repay, and may extend up to 15 years. Security is usually in the form of a mortgage on business assets.

For further information contact:

Head Office,
Alberta Opportunity Company,
P.O. Box 1860,
Ponoka, Alberta.
TOC 2HQ

Telephone: (403) 783-4481

ALBERTALAC LA BICHE COMMUNITY DEVELOPMENT PROGRAM

The Lac la Biche Community Development Program originally started out as a Community Employment Strategy (CES) proposal. The Federal government provided a small grant to prepare the proposal. After receiving the proposal, the provincial government decided to fund the project, perhaps on a cost-sharing (50 - 50) arrangement with the federal government. However, as of August 2, 1977, no agreement had been reached.

Consequently, the government of Alberta has proceeded on its own by allocating \$77,000 to operate a small office in Lac la Biche. An Executive Director, Researcher and one office worker started on July 15, 1977.

At this point, with the project just beginning, the staff are looking at all existing services and programs to see what can best be applied to the community. After this initial phase more formal proposals for development of the community may be submitted.

For further information contact:

Dave Cantera, Director,
Advanced Education and Manpower,
406 I.B.M. Building,
10808 - 99 Avenue,
Edmonton, Alberta.
T5K 0G5

Telephone: (403) 427-3659

PROVINCE OF SASKATCHEWAN
JOB CREATION PROGRAM
YOUTH EMPLOYMENT SERVICE (Y.E.S.)

Description

The objective of this program is to provide employment opportunities to young people in their home communities by providing a wage subsidy to eligible employers. This annual program runs from May 1st to September 5th, and has been in operation since 1973.

Eligibility

This program is open to:

1. Students between 16 and 25 years of age; and
2. Unemployed youth between 16 and 20 years of age.

Eligible employers include "any Saskatchewan based municipality, board and non-profit organization or institution established under the Societies Act or are otherwise publically-accountable, engaged in the provision of programs of a physical, social, cultural or culture-conservational nature".

Assistance

Approved employers are reimbursed up to a maximum of \$200.00 for each month of employment provided. Employees must be paid at least the minimum wage rate of \$3.00 per hour.

Comments

In the four year period 1973 - 1976, 19,000 man-months of employment were created and a \$3,026,000.00 subsidy generated a total

payroll of \$7,341,000.000.

Budget

A total of \$578,000 was made available to approved summer projects during 1977. It was expected this allotment would generate more than 1,400 summer jobs.

For further information contact:

Youth Employment Service,
Department of Culture and Youth,
11th Floor, Avord Tower,
Regina, Saskatchewan.
S4P 0R7

Telephone: (403) 565-5765

EMPLOYMENT SUPPORT PROGRAM (E.S.P.)Description

The Employment Support Program (E.S.P.) was started in 1973 as an employment program for welfare recipients. E.S.P. funds community organizations composed of social assistance clients to carry out socially useful service or self-help activities.

This program has two objectives:

1. To provide income for those in need; and
2. To promote the economic and social independence of the participants.

The Saskatchewan government feels these objectives can be met better by meaningful employment rather than pure transfer payments.

Eligibility

The program is open to those persons receiving Social Assistance, and to those persons who, although not receiving benefits, qualify for financial help under the Saskatchewan Assistance Plan.

Projects should usually have not more than 12 employees, so that all may have an active role in project planning, operation, and evaluation. Projects must have community support and may be sponsored by client organizations, community service groups and private employers.

The types of projects which will be considered for funding are those that show a potential for:

- Economic development;
- Skill development for participants that might lead to permanent employment;
- Community improvement;
- Community social services.

Some examples of projects funded are new house construction, market gardening, day care supervision, parks and cemetery maintenance and alcohol counselling.

Assistance

Wages will be paid at the Provincial minimum. Additional funds will be available to pay the employer's share of CPP, UI, etc. and to provide for administrative and operating costs. Most projects will be funded for 20 weeks, but some projects, if they show high potential for economic viability or the creation of stable employment may be funded for up to 52 weeks.

Project officers will be available in an advisory capacity. They may offer assistance in such things as developing proposals for projects, completing applications, setting up bookkeeping systems, preparing final reports, and evaluating projects.

Comments

A survey of participants of the 1973-75 program years indicated that only 19% had returned to social assistance two years after project termination. A comparison of program costs to assistance payments showed

an average savings to the Province of \$134 per month of employment created (1973-74 data). In addition, considerable housing accommodations have been added to the province, primarily in areas where private contractors do not build.

For further information contact:

W.G. Wouters,
Research Officer,
Room 148,
Legislative Building,
Regina, Saskatchewan.

S4S OB3

ECONOMIC DEVELOPMENT PROGRAM FOR DISADVANTAGED PERSONSDescription

The objective of this on-going program is to develop business and industries that provide employment opportunities for disadvantaged persons so that these people currently being supported by government may become self-sufficient. "Disadvantaged persons are defined under Program regulations as persons who through no choice of their own are unable to maintain regular employment and adequate earnings because of lack of marketable and/or life skills, racial or cultural barriers (particularly as they apply to people of native origin), or social barriers such as chronic dependency, criminal record, alcoholism, retardation or physical and emotional handicaps".

Eligibility

Projects will be considered if realistic financial projections and research information indicates that the business can become an economically viable venture with a marketable product or service, and will be operated according to sound business practices. As the definition for disadvantaged is very broad, the criteria for eligibility is flexible but applicants must have adequate managerial and trade skills, or be able to learn them, or be able to hire persons who already have these skills. They must also show a commitment to their business, and are expected to invest cash, personal assets or volunteer labour.

Assistance

Groups and individuals may receive advice in developing proposals. Once a project has been approved, management, technical and professional

assistance is available to ensure the project of every chance for success.

Three forms of grants are available when funding from conventional sources or existing government programs is not available.

- Project Evaluation Grants are given when financing is needed to engage professional assistance in completing a project proposal.
- Economic Development Project Equity Grants are considered equity contributed by government on behalf of disadvantaged persons and may be used for legal expense, training costs, up to 50% of capital costs, initial operating needs, and management services where it is essential to the efficient operation of the business.
- Employment Incentive Grants are given to encourage industry to employ specific disadvantaged people who are capable of reaching normal productivity. Grants can be used to install special equipment and facilities, to cover the cost of training and to make up the difference between normal and actual productivity until normal productivity is reached by the disadvantaged person.

Maximum amounts allowed are \$30,000.00 per full-time job, and \$100,000.00 per project in any fiscal year. These are the maximum amounts and it should be noted grants do not usually exceed the amount of assistance that the disadvantaged person is receiving or would be likely to receive from the government.

Although preference is given to projects which provide full-time permanent jobs for disadvantaged persons and to projects which are controlled by disadvantaged persons, all proposals will be looked into on an individual basis.

For further information contact:

Special Assistance Branch,
Department of Industry and Commerce,
7th Floor, Power Building,
Regina, Saskatchewan. S4P 2Y9

Telephone: (306) 565-2179

DEVELOPMENT CORPORATIONSSASKATCHEWAN ECONOMIC DEVELOPMENT CORPORATION (S.E.D.C.O.)Description

The Saskatchewan Economic Development Corporation (SEDCO), established in 1963 to provide financial assistance to industry, was expanded in 1972 to include virtually every type of business or industry. The objective of SEDCO is to expand Saskatchewan's economic base by providing financial assistance and counselling services.

Eligibility

Financial services can be provided to businesses individually owned, or a partnership, cooperative or joint stock company. Businesses must be located in Saskatchewan but owners do not have to reside in the Province. Types of businesses eligible are:

- Manufacturing industries including those processing natural or mineral resources;
- Specialized agricultural and horticultural operations i.e. market gardens, hog farms;
- Service industries supporting processing and manufacturing industries;
- Tourist accommodations and recreation facilities;
- Retail and wholesale operations;
- Professional and personal services;
- Communication and transportation industries;
- Contractors.

Applicants must be able to show existing or potential markets for their products, have management ability, and be able to provide SEDCO

with adequate security for money loaned. They may also be asked to show the number of jobs that will be created or preserved and the potential contribution of their project to the economy. So that SEDCO feels an applicant will strive for the success of the business, the applicant's equity should not be less than 20% of the total loan required.

Assistance

Loans are available for land, equipment and raw material inventories acquisition, construction, purchase or expansion of buildings and stockpiling of finished goods.

Financial assistance may be provided in the following ways, whichever are most appropriate to the individual situation:

- 0 Mortgage loans up to 20 years;
- 0 Short term loans;
- 0 Leaseback or rental arrangements on industrial sites, buildings and equipment;
- 0 Share capital participation and financing;
- 0 Guarantees on loans secured through conventional lending institutions.

There are no limits on the amount SEDCO may loan. Terms of the loan, amount and repayment schedule are determined by the needs and nature of the business involved. The interest rate, established at the time of loan approval, is fixed for the life of the loan. Security is usually in the form of a first mortgage on business assets.

SEDCO not only provides financial assistance, but is also available in an advisor capacity to assist with management, organization

and production problems and to assist businesses in their dealings with other government departments.

For further information contact:

Saskatchewan Economic Development Corporation,
900 - 1867 Hamilton Street,
Regina, Saskatchewan,
S4P 2Y9

Telephone: (306) 523-1601

FEDERAL JOB CREATION PROGRAMSLOCAL EMPLOYMENT ASSISTANCE PROGRAM (L.E.A.P.)Description

The Local Employment Assistance Program (L.E.A.P.) is a permanent program of the Canada Employment and Immigration Commission.

The objectives of this program are:

- 0 To develop employment opportunities for those persons who, due to limited job skills, remote living situations, racial or cultural background and social, mental or physical disabilities would probably remain unemployed in spite of normal labour conditions; and
- 0 To create employment opportunities that will contribute to the independence of the participants and/or the self-sufficiency of their communities.

Eligibility

Project employees must be Canadian citizens or legal permanent residents of Canada. They must be from the target groups of disadvantaged persons. Preference will be given those receiving social assistance.

Proposals must be developed in conjunction with a L.E.A.P. project officer. Projects may be sponsored by local non-profit organizations, citizens or community group voluntary agencies or an individual. An individual sponsoring a project must have reached the age of majority. Sponsors must show they have the ability to control and manage project funds.

Assistance

A developmental stage of not more than six months may be funded for research and/or development of a project. A grant of up to \$100,000.00 is available for this phase.

If the development proposal shows potential for employment opportunities and economic viability, the actual project may then be funded for up to 36 months. No project may exceed 42 months including the development phase. Grants of up to \$200,000.00 are available annually, but preference is given to those projects which require smaller amounts of funding. Although the majority of the grant should go to wage costs, approximately 20% is allowed for other expenses i.e. equipment rental, heat, furnishings, etc.

For further information contact:

The nearest Job Creation Branch,

Canada Employment and Immigration Commission,

or

Local Canada Employment Centre.

CANADA WORKSDescription

The objective of the Canada Works Program is to help alleviate the high unemployment that many communities experience at different times of the year. This direct job creation program allows local organizations to sponsor projects that will create new short term employment opportunities, and at the same time provide useful services or facilities to their communities. Canada Works, begun in 1977, is a new program of the Government of Canada, replacing the Local Initiatives Program and is administered by the Canada Employment and Immigration Commission.

Eligibility

Employees must be Canadian citizens or permanent residents legally entitled to work in Canada. They must also be unemployed and actively seeking work.

Any established organization (defined as having been in operation six months or more, involved in community activity with a community based membership and elected officers), partnership or corporation may apply to sponsor a project. To be eligible for funding projects must create new jobs over and above those that would normally exist, that match the skills of the locally unemployed, and will maintain or increase said skills. Projects, while providing useful services or facilities, shouldn't duplicate those already existing, and shouldn't create a dependency that cannot be fulfilled after Canada Works funding ceases.

A project must be of a non-profit nature and provide a minimum of five continuing full-time jobs.

Assistance

Projects may be funded for up to 52 weeks of operation. The Federal government will contribute to the wages of employees, and this contribution varies, depending on the region of Canada in which the project is based. Wages shouldn't exceed the locally prevailing wage rate for each occupation, and must not be below the provincial/territorial minimum. An allowance is made to cover expenses and employee benefits. In certain areas, an extraordinary contribution of up to \$30.00 per week for materials is also available. A maximum of up to \$15,000 per month is allowed per project.

For further information contact:

The nearest Job Creation Branch,

Canada Employment and Immigration Commission,
or

Local Canada Employment Centre.

YOUNG CANADA WORKSDescription

The objective of Young Canada Works is to provide summer employment opportunities for students. Established organizations may sponsor projects which develop student skills and also provide a worthwhile service or facility to the community. Projects may not start before May 2nd and must be completed by September 2nd.

Eligibility

Employees must be students (defined as someone who was registered full time at a secondary, post-secondary, or vocational school during the preceding academic year), planning to return to school full time in the fall. They must also be Canadian Citizens or permanent residents legally entitled to work in Canada.

Any established organization (defined as having been in operation six months or more, involved in community activity with a community based membership and elected officers), partnership or corporation may apply to sponsor a project. To be considered for funding projects must provide a worthwhile service or facility, but should not create community dependency. For this reason, similar types of projects will not be funded in the same community two consecutive years. Projects must develop students skills, create jobs over and above those that normally exist, be of a non-profit nature, and create three or more full-time jobs for a least six consecutive weeks.

Assistance

Projects may be funded up to a maximum of \$25,000.00, to cover a contribution to wage costs and an allowance to cover expenses and employee

benefits. No project may operate longer than 14 weeks.

For further information contact:

The nearest Job Creation Branch,

Canada Employment and Immigration Commission,

or

Local Canada Employment Centre.

EMPLOYMENT TAX CREDIT PROGRAM FOR EMPLOYERSDescription

The Employment Tax Credit Program is an experimental job creation program designed to encourage the creation of employment in the private sector. Its purpose is to give a positive monetary incentive to create additional employment.

Eligibility

Program employees must be Canadian citizens or legal permanent residents of Canada. They must have been both unemployed and registered for two weeks or more with a Canada Employment Centre or Canada Farm Labour Pool office.

An organization may participate in the program if it has been operating in Canada for at least 12 months. It has to create a job or jobs in Canada which must be estimated to last a minimum of three consecutive months; pay at least the appropriate minimum wage; normally be at least 35 hours of work per week; and not be otherwise directly subsidised by government.

Assistance

The organization is entitled to the tax credit rate applicable to the area in which the employee is first employed. In Northern Ontario, for example, the program offers a tax credit of \$1.75 per hour up to a maximum of 40 hours per week. The period of employment for which a tax credit may be claimed may not be more than 12 months.

The tax credit is deducted from the organization's federal
income tax.

For further information contact:

The nearest Canada Employment Centre.

FEDERAL NATIVE EMPLOYMENT PROGRAMSDescription

The Federal government, through the Department of Indian Affairs, runs employment and training programs for Native people. The objectives of these programs are to give participants work skills and to provide employment in areas, such as the reserves, where unemployment can be very high.

Eligibility

To be eligible for federal employment programs persons must be Registered Indians. Non-treaty Indians are the responsibility of the province in which they reside, and they are eligible for provincial employment programs.

Assistance

Some of the different federal programs are:

o Student Summer Employment Program

This program is open to Indian students between 15 and 24 years of age. This program allows youth to work on the reserves on either community controlled projects or projects of their own design. The program was funded for \$5 million this year, and provided some 6,300 jobs.

o Training on the Job

This program gives eligible Native people on-site job experience and training for up to one year. Wages are paid by the federal government, and may vary from region to region, and type of training being offered. At the completion of this program, a person will have gained experience and a skill.

o Band Work Program

This program is coordinating the effects of all agencies so that programs can tie together to deliver unified services to the reserves. This program has two objectives:

- a) Improving community infrastructure;
- b) Creating a work environment which will break the dependence on social assistance.

Several different agencies may pool together to fund community projects. Although permanent employment is seen as the end result of this program, it is a long-term development plan which will take several years to reach its goal.

For further information contact:

The nearest Indian Affairs & Northern Development Office.

FEDERAL DEVELOPMENT PROGRAMSDEPARTMENT OF REGIONAL ECONOMIC EXPANSION (DREE)Description

"The primary objective of the Department of Regional Economic Expansion (DREE) is to encourage slow-growth regions of Canada to realize their potential." The Regional Development Incentives Act (RDIA) allows the department to provide incentives to industry to invest in areas where new growth and employment opportunities are needed. RDIA assistance is available for projects which will begin operation before December 31, 1981.

Eligibility

The areas eligible under RDIA are:

1. The Atlantic Provinces;
2. The Provinces of Manitoba and Saskatchewan;
3. The Province of Quebec (excluding the Montreal-Hull corridor);
4. Most of the northern part of the Province of Ontario.

Manufacturing and most processing industries with the exception of petroleum refining and parts of the pulp and paper industry are eligible for development incentives and loan guarantees. Commercial facilities are eligible for loan guarantees only. Any firm, Canadian or foreign, or any person will be considered for funding under this program.

To be eligible for development incentives the approved capital costs (ACC) must be at least \$25,000.00. If however, the project creates at least five direct jobs, the ACC can be as little as \$5,000.00. For loan guarantees, projects must have ACC of \$100,000 or more.

Assistance

The types of incentives available are:

1. Development incentives.
 - a) Non-repayable development grants;
 - b) Specifically repayable development incentives;
 - c) Provisionally repayable development incentives (repayable if the Project achieves a certain level of profitability or other objectives specified in the offer and accepted by the applicant.)
2. Loan guarantees.

These incentives may be used individually or in combination, whichever is most suitable.

Incentive grants are determined by project size and number of jobs created. The designated categories are:

Category A - projects with ACC of less than \$200,000.00 and fewer than 40 direct jobs;

Category B - projects other than A projects but with less than 100 direct jobs;

Category C - projects with at least \$1.5 million ACC or 100 direct jobs.

Projects in Category C are analyzed on an individual basis, and the amount of incentive is determined according to the benefits and needs of the individual project.

Projects following into Category A or B are calculated according to the following standard formulae based on ACC and for certain projects the average of the approved annual wages and salaries (W & S) paid during the second and third years after the beginning of commercial production.

1. New Facility or New Product Expansion.
 - a) Atlantic Region - 25% ACC plus 39% W & S;
 - b) Other Regions - 25% ACC plus 15% W & S.
2. Modernization or Volume Expansion.

All regions - 20% ACC.

The maximum amount of grants are:

1. New Facility and New Product Expansion, the lowest of the following:
 - a) 25% ACC and \$5,000 for each direct job created (initial 20% of capital costs may not exceed \$6. million);
 - b) \$30,000 for each direct job created;
 - c) 50% of the capital employed in the operation;
 - d) 80% ACC for most incentives determined by the standard formulae (maximum is 40% for the garment industry).
2. Modernization and Volume Expansion, the lessor of:
 - a) 20% ACC
 - b) \$6. million.

For further information contact:

The nearest office of the

Department of Regional Economic Expansion.

ENTERPRISE DEVELOPMENT PROGRAM (EDP)Description

The Enterprise Development Program (EDP) came into effect April 1, 1977 and replaced the following programs:

1. PAIT - Program for Advancement of Industrial Technology
2. IDAP - Industrial Design Assistance Program
3. PEP - Program to Enhance Productivity
4. GAAP - General Adjustment Assistance Program
5. AAA - Automotive Adjustment Assistance Program
6. FTIAP - Footwear and Tanning Industry Adjustment Program
7. PIDA - Pharmaceutical Industry Development Assistance Program.

EDP, combining the basic features of the above programs is designed to coordinate various forms of assistance making Industry, Trade and Commerce programs more accessible to Canadian industry, particularly small and medium-sized businesses.

The objective of this program is to enhance growth in the manufacturing and processing sectors by providing assistance to selected firms to make them more viable and internationally competitive. The decision-making structure for the program is comprised of mixed private and public sector boards, and is decentralized with the creation of regional boards.

Eligibility

Small and medium-sized firms engaged in manufacturing or processing activities are eligible for assistance. A service firm providing

a service which has a direct, tangible and significant benefit to firms engaged in manufacturing or processing may also be eligible.

Applicants for innovation and industrial design assistance must be incorporated, those applying for adjustment assistance need not be. It is desirable however, that all firms be incorporated before receiving assistance.

The general criteria for eligibility are as follows:

1. The firm and the project must be viable;
2. For loans and loan insurance, the firms must be unable to obtain financing on reasonable terms; and
3. For grants, the project must represent a significant burden to the firm in terms of the firm's resources.

Assistance

The various forms of grants or loans under the EDP are as follows:

1. Grants to develop proposals for projects eligible for assistance;
2. Grants to study market feasibility;
3. Grants to study productivity improvement projects;
4. Grants for industrial design projects;
5. Grants for innovation projects;
6. Loans and loan insurance for restructuring (plant expansion, equipment modernization, working capital, etc.);
7. Special purpose forms of assistance (surety bond guarantees, footwear or tanning industries assistance, DHC-7 sales financing assistance).

For further information contact:

The nearest Industry, Trade and Commerce Regional Office.

FEDERAL BUSINESS DEVELOPMENT BANK (FBDB)Description

The Federal Business Development Bank is a Crown Corporation established by an Act of Parliament on October 2nd, 1975. The objectives of FBDB are "to promote and assist in the establishment and development of business enterprises in Canada by providing them with financial and management services". The corporation supplements services available from other sources and pays particular attention to the needs of smaller enterprises.

Eligibility

Almost every type of business, whether new or established, is eligible for assistance from FBDB. A business will be considered for financial assistance if other sources of financing are not available to them on reasonable terms and conditions. To qualify:

1. The business would reasonably be expected to succeed;
2. The persons involved in the business would have invested in it to a degree that would reasonable ensure their commitment to the business. A business may obtain assistance from FBDB on more than one occasion if they can meet FBDB requirements.

Assistance

1. Financial

When other sources of financing are not readily available, FBDB may finance by means of loans, loan guarantees, equity financing, or leasing or any combination of these methods best suited to the needs of the particular business.

Loans, generally repayable within ten years, are made at interest rates which are in line with those generally available to businesses. When equity is involved, FBDB usually takes a minority interest which it is prepared to have repurchased on suitable terms.

Financing ranges from a few thousand dollars upwards. The amount borrowed for a specific purpose depends on the borrower's ability to meet the general requirement of the bank.

FBDB funds are most often used to acquire land, buildings or equipment. But they can also be used to strengthen the working capital of a business or to establish a new business.

2. Management Counselling

The Counselling Assistance to Small Enterprises (CASE) assists owners and managers of business enterprises, particularly small businesses, to improve their methods of doing business. Any proprietorship, partnership or limited company conducting virtually any type of business in Canada is eligible for this service provided:

a) The enterprise has 75 or less full-time employees

- and -

b) The enterprise has discussed its problems with the appropriate business advisor before consulting CASE.

This service is provided at a fee of \$20. per day per counsellor. Most counsellors are retired business people who have been selected for their management expertise.

3. Management Training

FBDB conducts management training seminars, at a nominal registration fee to help improve management skills in small business. These seminars are geared to meet the needs and problems of the small business owner or manager.

The bank also supports and sponsors conferences to promote good management practices. FBDB also develops management training courses which it distributes to provincial and territorial education authorities.

4. Information Services

The FBDB publishes booklets related to the management of small business. It distributes a bulletin on business developments. At its branch offices it maintains reference libraries with a variety of publications which can be obtained free or at a small cost from their publishers. Also, at the branch offices, operators of small businesses can obtain information on assistance programs available from the federal government and be directed to the appropriate representative.

For further information contact:

Head Office,
901 Victoria Square,
Montreal, P.Q.,
H2Z 1R1

Telephone: (514) 283-5904

Appendix III

Large Institutional Organizations

Appendix III Large Institutional Organizations

General (in all three provinces)

Chartered Banks

Royal Bank
Bank of Montreal
Toronto Dominion Bank
Bank of Nova Scotia
Banque Canadienne Nationale
Provincial Bank
Canadian Imperial Bank of Commerce

Life Insurance Companies

Great West Life Assurance
Monarch Life

Government of CanadaCanadian National RailwaysCanadian Pacific RailwaysRetail Chains

The Bay
Eatons
Simpson Sears
Canada Safeway
Dominion Stores
Federated Cooperatives

Manitoba

Government of Manitoba

Utilities

Manitoba Hydro

Manitoba Telephone System

Saskatchewan

Government of Saskatchewan

Utilities

Saskatchewan Power

Saskatchewan Telecommunications

Alberta

Government of Alberta

Utilities

Calgary Power

Edmonton Power

Canadian Utilities

Alberta Government Telephones.

Appendix IV

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