

**PROGRAMS FOR PERSONS OF  
NATIVE ANCESTRY IN CANADA**  
- a Task Force Report -

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*Canada. Task Force on Programs for Persons of Native Ancestry.*

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PROGRAMS FOR PERSONS OF NATIVE ANCESTRY IN CANADA - -  
a Task Force Report

by

Members of the Task Force  
on Programs for Persons of  
Native Ancestry

Part One (revised)

Department of Regional Economic Expansion, Ottawa, Ontario.

August, 1971

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## PREFACE

This report is being submitted to the Director of Social and Human Analysis Branch, Planning Division, Department of Regional Economic Expansion, for his consideration in fulfilment of the Terms of Reference set out in November 4, 1970, for the Task Force on Programs for Persons of Native Ancestry. The conclusions of the Task Force in terms of strategy and recommendations are presented in Part One of the Report. This is followed in Part Two with more detailed papers including descriptions and reviews of individual projects and programs by major federal Departments of Canada, the Indian Act and Federal-Provincial relations, a discussion on the barriers to development, and an exercise in evaluation.

The Task Force was formed in early September 1970 to examine and outline the problems relating to people of Native ancestry (i.e. Registered Indians and Métis), and to identify their present barriers to socio-economic development, the program gaps in federal agencies, and recommendations to overcome these problems.

The history of this Task Force has had its antecedents from the Working Group I, Indians, which was formed in 1967 and which completed a report in June 1968 for the Executive Committee, Rural Development Branch, Department of Forestry and Rural Development. At that time the need for this work arose out of experience by the Agricultural and Rural Development Administration (ARDA) in attempting to fulfil the developmental role assigned to it under the then Second ARDA Agreement.

The Group found the results to be unsatisfactory and, with increasing demands being made upon ARDA for participation in planning and programming for Indians, the Group became acutely aware of the need for a perspective on the complex problems involved, if government programs are to become effective.

The present report of the Task Force has similar developmental motives. It was formed at a time when the Department of Regional Economic Expansion was in the process of considering a special program to make incentives appropriately available to persons of Native background in disadvantaged areas and to have an immediate impact for relevant application of its policy and program to this target group of people. Because the most crucial problems relating to this group lie in the social adjustment area, the Task Force was established primarily within the Social and Human Analysis Branch. However, the matter is of major concern to Plan Formulation and Operations and for this reason, it was agreed to have co-chairmen for the Task Force, from SHAB and from Operations West, with a member representing Plan Formulation.

The Terms of Reference was given as follows:

"Major Objective: To make policy and program recommendations to SHAB with a view to facilitating the access to opportunities for people of Native ancestry in disadvantaged areas. This objective is seen as including the following steps:

- "(1) Determination and restatement of the major barriers to access to opportunities for this group;
- "(2) Review of relevant federal government programs that attempt resolution of these barriers;
- "(3) Review of selected projects and programs relating specifically to removal of these barriers;
- "(4) Determination of program gaps;
- "(5) Identification of substantive areas, processes or techniques in need of systematic investigation or pilot project testing."

While this report is primarily concerned with problems of Native disadvantaged peoples, it is recognized that their development cannot be accomplished in isolation. There are many similarities between Native peoples and other disadvantaged people. Solutions for the one groups are inextricably linked to those of the other.

We feel that the time constraints (the report was needed by early January 1971 in order to influence new program schedules for Special Areas, FRED Areas, the ARDA Agreement, and Incentive plans) did not permit the Task Force to do a more rigorous evaluation required of various federal departmental programs. Ideally each program would have to be looked at in detail including field visits and

interviews. Nor were all projects and programs included - - only a systematic sampling of some 100 items from nine federal agencies. Apart from shared federal-provincial projects, there was no opportunity to look at strictly provincial projects.

Because of these stringent time constraints and because government programs generally lack systematic program evaluation, the Task Force members feel that they cannot state the program gaps definitively. Nevertheless, we feel this is the best judgement that we can make under the present circumstances.

As individuals we feel that the inter-disciplinary group process is a necessary one for tackling complex cross-cultural problems. Economic factors, for instance, are closely tied to social factors. However, we have found that the process has been both laborious and strenuous - but nevertheless challenging.

Respectfully submitted

January 8, 1971

Task Force on Programs for Persons of Native Ancestry:

Ron Nablo, SHAB

Don Whiteside, SHAB

François Lebuis, SHAB

Donat Savoie, SHAB

Jean Trudeau, SHAB

Cyril Rosenberg, Plan Formulation

Ginny Cooper, SHAB (Secretary)

Koozma J. Tarasoff, SHAB ( Co-Chairmen  
Roy Young, Operations West(



## Acknowledgements

The co-operation received by the Task Force members from the various federal government agencies throughout our enquiry warrants special acknowledgement. These agencies include the following: National Health and Welfare, Manpower and Immigration, Secretary of State Division (of the Dept. of Citizenship and Immigration), Indian Affairs and Northern Development, Central Mortgage and Housing Corporation, Dept. of Labour, Canadian Broadcasting Corporation, National Film Board, and Regional Economic Expansion.

Gordon Sterling and Ken Svenson of the Alberta Human Resources Development Authority together with George Porteous of the Saskatchewan Indian and Métis Department were helpful in their assistance with ARDA projects in their areas.

We would also like to acknowledge the help and consideration received from colleagues in the Social and Human Analysis Branch of the Planning Division of DREE, and especially to Peter A. Taylor, Grace Maynard, Pat J. Fogarty and Eve Kassirer. Constructive comments were received from R.C. Blain, Director of SHAB, and Managers Ernest Tracey, Kathie Cooke, Michel Trottier, and George Caldwell.

P A R T O N E

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Introduction

The Task Force was formed in early September 1970 on the initiative of the Director of Social and Human Analysis Branch, Planning Division, Department of Regional Economic Expansion. Its general task was to examine and outline the problems relating to people of Native ancestry (i.e. Registered Indians and Métis), and to identify their present barriers to socio-economic development, the program gaps in federal agencies, and recommendations to overcome these problems.

The Terms of Reference were given as follows:

"Major Objective: To make policy and program recommendations to SHAB with a view to facilitating the access to opportunities for people of Native ancestry in disadvantaged areas. This objective is seen as including the following steps:

- "(1) Determination and restatement of the major barriers to access to opportunities for this group;
- "(2) Review of relevant federal government programs that attempt resolution of these barriers;
- "(3) Review of selected projects and programs relating specifically to removal of these barriers;
- "(4) Determination of program gaps;
- "(5) Identification of substantive areas, processes or techniques in need of systematic investigation or pilot project testing."

Managing the operations of the Task Force from September 1970 to the Spring of 1971 was Koozma J. Tarasoff of SHAB and Roy Young of Operations West, Implementation Division, DREE. Other members included: Ron Nablo, Don Whiteside, Francois Lebuis, Donat Savoie, Jean Trudeau, Ginny Cooper and Cyril Rosenberg; with the exception of Mr. Rosenberg, who is from Plan Formulation Branch, all other Task Force members come from SHAB.

The Task Force members reviewed and analyzed over 100 projects and programs in nine federal departments. The largest single grouping was the Department of Regional Economic Expansion where over 45 projects were analyzed. Data was gathered from project files, reports, and from telephone and personal interviews.

Task Force conclusions are presented in Part One of this Report. This is followed in Part Two with more detailed papers, including descriptions and reviews of individual projects and programs by major federal Departments of Canada, the Indian Act and Federal-Provincial relations, a discussion on the barriers to development, and a review of selected DREE (ARDA) projects.

### The Findings in Brief

The central problems associated with the socio-economic development of Native communities and the ultimate adjustment of their citizens to Canadian patterns of life, relate to isolation (geographic as well as social and psychological) and the nature of their human resources. The choice to earn a living - - as experienced by most in contemporary society - - has not as yet been made by many Native peoples, particularly in the more isolated areas of Canada. But, even for those who wish to accommodate their lives to the way of life in more prosperous growth centres and metropolitan areas, there are a number of barriers to the achievement of this goal.

The conditions or barriers related to isolation include a knowledge gap in terms of both skills and technology; undeveloped transportation facilities, road, rail, water and air; and only sporadic availability of private investment capital of sufficient dimensions to permit resource exploitation, and expanded employment opportunities.

The barriers related to human resources include low educational levels, scarcity of trade and professional skills, limited management experience and training, discrimination, and dysfunctional life styles.

The general conditions of life in remote communities are characterized by severe health problems, inadequate housing, social disorganization in family and community life, which in turn have a direct bearing on the capacity of the labour force to participate productively in the industrial and business life of either nearby or distant communities.

To achieve the Department of Regional Economic Expansion's objectives of greater labour force participation, higher productivity, higher incomes, and higher employment among the disadvantaged Natives, it is felt that certain social adjustment measures are required. These measures must tackle the barriers such as those related to life style identified above.

To achieve higher levels of mobility (educational, occupational, geographic, social and economic) and improved standard of living for the potential labour force wishing to improve its standard of living, there are insufficient counselling, training, educational and financial resources available. Many persons and families are consequently left in a marginal state between two kinds of life, adaptable to neither the traditional ways nor the modern.

The survey that follows makes it clear that there is a sense of urgency in implementing recommendations designed to overcome barriers and program gaps that presently prevent many Native peoples from reaching their social and economic potential in society. The barriers have been grouped into five major units: I. Isolation, II. Lack of skilled manpower (including most of the human resources mentioned earlier), III. Poor physical and mental health, IV. Inadequate housing, and V. Lack of positive mobility preparedness and social adjustment. Recommendations having direct relevance to DREE's objectives are designated with a star (\*).

Barriers to Development, Program Gaps, and Recommendations

I ISOLATION - A MAJOR BARRIER

Isolation is a major barrier to the economic and social adjustment of Native peoples in the mainstream of Canadian society. Most of the 230,000 Registered Indians and an equal number of Métis reside in "rural" areas - 87% as compared to 30% for Canadians in general. A significant number (approximately 170,000) reside in the fringe or remote areas of Canada, largely within or near the Boreal region of the Middle North. In most disadvantaged areas people and communities are characterized by such things as (a) lack of communication skills, (b) lack of transportation facilities, and (c) lack of capital for development. In essence, this disadvantaged segment of the population is less economically, geographically, and socially mobile than that of their more affluent neighbors.

A Barriers

(a) Knowledge Gap in Information and Communication.

Ineffective inter-personal and inter-group communication hinders socio-economic change in the following ways:

1. Inadequate interpretation of interventions;
2. Failure to diffuse information and change the attitudes of people toward industrial and business development;
3. Difficulties in creating social and economic linkages between rural and urban populations; and
4. Inefficient cultural integration or exchange.

Communication has been hindered on the Native communities by lack of telephones (although this is improving), by the lateness of electricity and television to these areas, by the relative absence of good reading materials, and in general by their lack of exposure to a wider context (modern technology, transportation and cultural linkages, and trade).

Communication through the mass media sometimes does not effectively reach the people in isolated circumstances due to their inability to translate the content of the messages into understandable terms. Often the language used is overly sophisticated or in a cultural context that is foreign to the local people. When a new development project is contemplated, one of the problems will be learning to make use of new technology and the new context - - and this means acquiring a receptive attitude to learning as well as access to useful information.

#### B Programs

Programs of several Federal and Provincial government departments operate services which have an impact on these barriers. CBC Northern Services, the National Film Board (incl. its Challenge for Change program), and the grants made by the Secretary of State to Native Communication societies are beginning to improve contacts with isolated northern populations. The net effect, however, has not yet been sufficient to permit more than a few communities or individuals to fit into the general social and economic patterns of the more prosperous areas. Recommendations related to the isolation phenomenon are based on information-communication-transportation and capital needs.

C Recommendations	D Major Responsibility
1. <i>Provide for technological improvement to radio and television networks to extend services to remote areas, by capital grants and grants for special programs for disadvantaged rural areas. For example the successful children's television program, "Sesame Street" should be adapted for adult audiences to assist their socio-economic development.</i>	<i>Department of Communications</i>  <i>CBC</i>  <i>Secretary of State</i>  <i>Extension Divisions of universities</i>
2. <i>Plan excursions for isolated labour force members and their wives to industries and outside communities so as to prepare these people for new opportunities. Such a program would require grants to urban-centred agencies and associations (such as for Extension Divisions of the universities, Women's Institutes, Friendship Centres, Chambers of Commerce, Native organizations, etc.).</i>	<i>Canada Manpower</i>  <i>Secretary of State</i>  <i>Information Canada</i>  <i>IAND</i>
3. <i>Increase the number of professional economic and social change agents (animators) and para-professionals in the field for the development of disadvantaged areas and for the preparation of their adjustment to the urban environment.</i>	<i>Secretary of State,</i>  <i>IAND</i>  <i>Provincial governments</i>



- \* 4. *Stimulate the development of local area planning councils to assist small isolated communities to adjust to a regional context, by providing funds for transportation of representatives to meetings, rental of halls, and publication of local newsletter (such as provided by the ARDA program for the Broadview Rural Development Area, Saskatchewan).*

*DREE*

*Provincial  
Governments*

*Agricultural  
Extension*

*We envisage the creation of local planning councils in a similar manner to that of the Joint Planning Committees which presently exist under the current federal-provincial agreement.*

A Barrier

(b) Transportation

Access to and from remote communities in the Boreal region is often very limited. If both transportation facilities and communications are lacking, tragedy can and does occur, such as starvation or death from disease. Access to employment opportunities is difficult without relocation, although construction of minimum road facilities to growth centres would help in some areas. When a road, rail, water or air facility reaches a town; an Indian reserve, or a rural community, it can truly be said that the local people have been brought closer to the wider world. Henceforth, the stage is set for more rapid social and economic development.

B Programs

Transportation facilities to reach resources in remote areas are provided by private industries, by provincial governments, by railway companies, by the Department of Transport and by Indian Affairs (the latter frequently to ensure attendance of reserve children at integrated schools). Commercial airlines operate scheduled services, and charter service is available to all points. The cost of air travel is high enough to confine its use primarily to the movement of business and government people in and out.

C Recommendations

D Major Responsibility

- \*5. *Improve transportation facilities to major growth centres where strategically feasible, and assist in financing new public and private transportation operations.*

*Provincial Governments  
Department of Transport*

*Private Companies  
DREE*

*DREE's input is needed here in order to ensure that growth centres gain ready access to the market of the country.*

A Barrier

(c) Lack of Capital for Development

Principal factors limiting income potential in disadvantaged Native areas are low capacity of local resources, isolated location in relation to markets, lack of development, and labour immobility (including lack of skills and management). Cumulatively, these factors have hindered many Native people from acquiring capital or establishing a credit base of any kind. They are, therefore, often unable to obtain funds through the usual channels. With the Registered Indians for example, band funds are seldom adequate to finance employment-generating programs. The local disadvantaged isolated community is often too small, the market too distant, and the manpower too unskilled for any viable capital enterprise to be attracted to it.

B Programs

Capital in the remote areas is generally imported by major resource exploiting companies. For small businesses in communities with small populations the Hudson's Bay Company maintains its preserve, currently in competition with smaller entrepreneurs and co-operatives, the latter in some cases assisted by loans from IAND. Funds from conventional lending sources have not generally been available to reserve Indians because of first mortgage security problems associated with the Indian Act. The role of the Provincial Development Funds, the Industrial Development Bank, and until recently the Farm Credit Corporation (FCC) has been limited to viable farmers, but no conventional source deals adequately with financial problems of northern citizens and business people.

C Recommendations

D Major Responsibility

- \*6. *Continue to provide capital grants to industry to locate in designated regions and special areas, including at least those growth centres around which Native people reside in substantial numbers.* DREE

*The Regional Development Incentives Act appears to be the main mechanism to be used here.*

- \*7. Provide capital grants, loans and guarantees to small business enterprises sponsored by local Native or area development corporations, or other entrepreneurs (including viable Band enterprises).
- DREE  
CMHC  
IAND  
Provincial Governments

Here DREE's role is that of a team member in providing its financial share of the development budget.

- \*8. Provide capital grants and long term loans to local governments (municipalities and Indian reserves) for physical infrastructure required in business development located within economically viable areas, including social capital grants to hospitals, schools, adult education centres, libraries and municipal administration facilities.
- DREE with  
Provincial Governments

Physical infrastructure and social capital grants are standard DREE instruments to disadvantaged communities in Special Areas and areas designated under the Fund for Rural and Economic Development Act (FRED). These facilities serve as pull factors to both new industries and the labour force.

- \*9. In addition to the maze of conventional lending institutions whose regulations and policies inhibit development in the remote areas, a special Federal Government loan and guarantee fund with flexible policies and credit terms should be established, embracing the Development fund of Indian Affairs and Northern Development, and associated with the Provincial Development funds for businesses which are small but commercially viable. Special regulations should permit extension of payments and deferment of payment in accordance with the reality of cash flow patterns, etc.
- IAND  
CMHC  
FCC  
DREE  
IDB  
Prov. loans  
Trust Companies  
Foundations  
Banks
- It is unclear which government department should take the lead - - but the need for action is clear.

## II. LACK OF SKILLED MANPOWER

Lack of skilled manpower for the industrial and business environment is a major handicap faced by the majority of the Native peoples. This is primarily the result of four factors:

- (a) Low educational level;
- (b) Inadequate level of trade or professional skills;
- (c) Low level of management experience and training; and
- (d) Low level of modern life skills.

Employment of Native peoples is overwhelmingly in primary, resource-based activities, such as trapping, fishing and woods operation with some farming, characterized by short seasons and low returns. Many of these people fail to enter into local and wider job opportunities due to lack of skills (as listed above), lack of knowledge about these opportunities, lack of good models (i.e. local people who have made good), failure of parents to encourage some degree of competitiveness, and the lack of pre-vocational counselling.

Often the disinterest of the family upon the potential worker has reduced the latter's interest in mobility and, therefore, the opportunity in training. Also a poor work history provides little incentive for the prospective employer. Finally, the capability of the national employment agency to reach out to isolated areas has been minimal.

A Barrier

(a) Low Educational Level

In general, the educational level of the Native is far below that for the average Canadian and comparable to the depressed area of North-East New Brunswick. Education is correlated with low socio-economic and limited geographic mobility. It plays a central role in economic development for at least two reasons:

- 1) An increasingly long period of formal education and training is required to adjust people to rapidly changing technologies in an increasingly complex society; and
- 2) At an impressionable age, the educational system attempts to instil in people work habits and motivations. A difficult problem in industrialization lies in the inculcation of work habits regulated by the clock and the weekly calendar, the acceptance of steady (and often monotonous) time schedules and routines, of submission to authority, and other requirements of employment. If the quality of education is not improved, there will be continuing requirements for all other training (e.g. basic literacy) with its greater costs.



B Programs

For most people in Canada education is considered to be a provincial responsibility; federal intervention in this field is generally looked upon with suspicion and at times as direct encroachment upon another jurisdiction. The exception is Registered Indian people for whom the federal government (at the direction of the Indian Act and Northern Development) has a direct mandate. In recent years efforts have been taken to provide access to provincial educational facilities for Registered Indians- - with the result that some 60% of the Native Indians today are attending provincial schools. As an incentive to the province, the federal government provides school boards with capital grants for school facilities.

C Recommendations

10. *Encourage and assist the provinces to improve the quality of education in public schools from kindergarten through to high school, particularly in the areas of a more relevant curriculum, more qualified teachers, and improved infrastructure, as well as special aids and techniques.*

D Major Responsibility

*Provincial Depts.  
of Education*

- |  |  |
|--|--|
| <p>*11. Provide facilities for basic literacy training and educational upgrading courses for adults not in the labour force, including special retrieval programs for young adult drop-outs.</p> | <p>Canada Manpower<br/>DREE<br/>Provincial Depts.<br/>of Education<br/><br/>Extension Depts.<br/>of Universities</p> |
|--|--|

*Canada Manpower appears to have the mandate for this service, but if CMC is unable for some reason to carry it out, then DREE should insure that funds are available for this important educational-socialization process of human development. At the same time, DREE should continue a research function in developing new curricula and special basic literacy techniques.*

A Barrier

(b) Inadequate Level of Trade or Professional Skills

Low level of trade or professional skills restricts people from gaining access to jobs in modern industry.

B Programs

Employment oriented adult training projects and programs in Canada include the following: (i) Occupational Training for Adults under Canada Manpower; (ii) Work Orientation programs under the Canada Assistance Plan, National Health and Welfare in co-operation with the Provincial governments; (iii) Manpower Corps projects, DREE, as has been extensively tested in the Interlake FRED area of Manitoba; (iv) mobile counselling program, as developed in Saskatchewan under the ARDA program; and (v) demonstration research projects under the Canada NewStart program, DREE.

It is important to note that the maximum hours of training purchaseable by Canada Department of Manpower under OTA presupposes education to about Grade 8. This seems to be a major obstacle to the eligibility of rural - - and particularly Native - - underemployed for training.

C Recommendations

D Major Responsibility

\*12. *Encourage the development of new programs for the retraining of the underemployed and unemployed (wives included) including special counselling for the rural - - and especially Native - - disadvantaged adults, using pre-, during, and post-training counselling techniques. Consideration should be given to providing improved outreach to the target population, including the establishment of basic literacy and socialization courses for clients who cannot presently meet the requirements of the OTA program. The continuation of the Canada NewStart should be considered.*

*Canada Manpower*

*National Health and Welfare*

*Provincial Governments*

*DREE*

After other agencies have done their work, it is DREE's role to provide the social adjustment services to the Trainees and disadvantaged employees, including their families. Like many other recommendations, this requires co-ordination and team work.

- \*13. Steps should be taken immediately to provide more adequate interface of training programs with jobs. Without this sensitivity trainees are apt to suffer from undue frustration as well as increased resistance to any further change in one's life style.
- DREE  
Canada Manpower

Ideally, Canada Manpower should have the mandate to match training to jobs. However, in a society of relatively unplanned economy, Canada Manpower is not always able to predict what jobs might be available in one or two years. Hence, DREE has a role here to ensure that Incentives grants are distributed generously in the disadvantaged areas of Canada, so as to maintain some degree of stability in providing local job opportunities.

A Barrier

- (c) Low Level of Management Experience and Training  
Low level of management skills leads to marginal operations and frequently bankruptcy. Hence a loss of employment and income, and a lowered self-image.

## B Programs

Management training for groups and individuals has generally come from consulting firms, from business establishments, and universities and colleges (both extension and regular commercial programs). The provincial agricultural departments have provided farm management courses for interested entrepreneurs, such as in Saskatchewan. The Federal Department of Indian Affairs and Northern Development has financed some short courses for people of Registered Indian status. In addition, the Saskatchewan NewStart Corporation has recently developed a training program for small business enterprises, with particular focus on people of Indian ancestry. Existing management training programs are generally not designed to reach the rural isolates - - and particularly people of Native ancestry - - and often fail to relate to practical demands of industrialization in the modern world.

C Recommendations

D Major Responsibility

- \*14. Provide management training courses and follow-up consultation (business planning, financial projections, market analysis, and technical studies) as a pre-requisite to any small business enterprise receiving government incentive loans and grants for development. Care should especially be taken to ensure that special designated areas (FRED, Special Areas, Rural Development Areas and Incentive Areas) have a sound follow-up counselling program.

DREE  
Canada NewStart  
Canada Manpower  
Province  
Extension  
Departments of  
universities

DREE should ensure that business ventures assisted by RDIA grants have a sound management training program, as well as a follow-up counselling program. If other agencies cannot fill the gap, then DREE should provide the necessary funds to do the job on contract basis (e.g. consultants from Canada NewStart Corps.) or by some government agency.

- \*15. Assist in equipping central development agencies with the latest in modern outreach counselling devices and techniques, including audio-visual aides, mobile units for management training and follow-up counselling, and facility for experimentation with video tape, socio-drama (including street-front theatre), and puppets.

Canada Manpower  
CBC  
NFB  
Extension depart-  
ments of universi-  
ties  
DREE

*Experimentation with new counselling techniques and assisting central agencies to obtain the latest in modern audio-visual aides is a recognized DREE function that should be continued.*

A Barrier

(d) Low Level of Modern Life Skills

Low level of life skills inhibits participation of people in the skilled labour force for both workers and their families, and affects their ability to cope with life's problems, ranging from their work in plants, and in their household, to their community.

B Programs

Programs relating to life skills in Canada include the following: the Home Visitors programs (as used in C.D. 14, Alberta, in Selkirk, Manitoba, and in several areas of the Maritimes), homemakers programs (of Agricultural Extension agencies and university extension departments), some aspect of the Manpower Corps, the demonstration Work Orientation Projects under the Canada Assistance Plan, and some adult education programs. The Saskatchewan NewStart Corporation recently developed a Life Skills curriculum for application to disadvantaged adults including people of Indian ancestry. In general, socio-economic development programs in Canada have failed to include a life skills component as an integral part of its techniques - - and where a life skills program input has been made, involvement of the total family has often been neglected.

C Recommendations	D Major Responsibility
<p>*16. Consider life skills as a prerequisite to vocational and management training for adults; as much as possible this should be applied on a family unit basis. The Manpower Corps program, the Home Visitors program, and the Work Orientation program should include a substantial input from a life skills development package. The objective should strive to affect the motivation of the entire family in the direction of socio-economic development.</p>	<p>Canada NewStart Corps. DREE Canada Manpower National Health and Welfare IAND Province Extension Department of universities</p>

*Life skills, as a legitimate package of DREE, and particularly the Canada NewStart Corporations, is becoming more and more recognized as a prerequisite to industrial business ventures in remote areas.*



### III POOR PHYSICAL AND MENTAL HEALTH

#### A Barrier

Poor Physical and Mental Health is another barrier to development of the Native people. This is because: (1) Poor diet over an extended period of time reduces the potential effectiveness of workers in an industrial and business context; (2) unsanitary living conditions lead to the propensity of diseases which disable people as productive employees of society; and (3) heavy drinking problems, child neglect, and social conflicts directly reduce the effectiveness of the work performance.

#### B Programs

The National Health and Welfare Department, together with the provincial health and welfare agencies provide the main source of preventative health programs for the people of Canada. For residents living on select isolated Indian reserves, this has meant the development of a Health Workers program during the early sixties. The application of these and related health programs has often been hindered by jurisdictional disputes (problems relating to Registered Indians have for long been the responsibility of the federal authorities so that extension to provincial services has met with some difficulties), by geographic isolation and poor communication, and by failure to use a comprehensive approach (including both economic and social factors) in physical and mental health development.

C Recommendations

17. We wish to encourage the relevant federal and provincial agencies to provide a more effective dietary counselling service to wives of potential members of the workforce taking courses, an extension of the present Health Workers program for people of Indian ancestry, the establishment of family counselling service and day care centres for pre-schoolers for rural isolates, the development of rehabilitation services for diagnosing and treating alcoholic problems, and the extension of provincial professional child welfare services to Native peoples. Physical and mental health education should be considered an integral part of the life skills program mentioned above.

D Major Responsibility

National Health and Welfare

Provincial health and welfare agencies

Professional welfare agencies and medical doctors

Alcoholic bureaus, commissions, and foundations

Extension departments of universities

Women's institutes and associations

#### IV INADEQUATE HOUSING

##### A Barrier

##### Inadequate Housing is Another Barrier

Overcrowded conditions of many Native homes lends itself to a high incidence of respiratory diseases and results in absenteeism, poor rest, inadequate sleep, poor study conditions which affect the children, and all these factors cumulatively cause family tensions resulting in lowered work performance.

##### B Programs

Central Mortgage and Housing Corporation provides the main federal mandate for a housing program in Canada. This is supplemented by provincial housing grants, by the Indian Affairs and Northern Development (for Registered Indians), and by the Department of Regional Economic Expansion for application in special areas as well as for mobility grants. The inability to keep up with the demand for imaginative housing for both isolated communities and low income urban areas has been the main program gap.

C Recommendations

\*18. *Access to inexpensive low cost housing (both rental and purchase) should be provided to the lowest income groups in remote areas because existing financial resources are not available. In remote communities, the recommendations proposed by architects Kennedy Smith and Associates, 1967; should be recognized - - which is to provide clusters of joint sewer, water and heating services to small groupings of single family dwellings. Also well designed mobile homes and prefabricated units should be considered as an alternative form of shelter. In growth centres, low cost rental accommodation should be provided so as to encourage migrants from rural areas to be attracted to such centres.*

*In designated areas (e.g. Special Areas, FRED, RDIA) DREE has a responsibility to ensure that funds are made available for adequate housing for its new labour force.*

D Major Responsibility

*CMHC*

*IAND*

*Provincial housing authorities*

*DREE should be interested in providing supplementary assistance such as grants for resettlement.*

V LACK OF POSITIVE MOBILITY PREPAREDNESS AND SOCIAL ADJUSTMENT

A Barrier

Lack of Positive Mobility Preparedness is a handicap to social, occupational, educational, and geographical mobility of the Native peoples. The major reasons for people leaving isolated communities is the appeal of the outside for better wages, an improved standard of living, and greater opportunities to get ahead. But in moving out, many of these people have some very real impediments to successful mobility. These impediments include: lack of educational preparedness, lack of pre-, during, and post-counselling service for the migrants relating to the new and expected life style, lack of positive support from the sending community, and lack of adjustment facilities in the receiving community. Because relocation will in most cases be a prerequisite to involvement in economic activity, the barriers of mobility must be overcome.

B Programs

On the national level, the mobility program of Canada Manpower together with its Occupational Training for Adults program is designed to provide the means of ensuring that the supply of skills in the Canadian economy matched the demand, in the most economical manner. The Manpower Mobility

program presupposes that potential clients are aware of the opportunities for improved income elsewhere and motivated to take advantage of them. The program was not designed to meet the needs of people moving from one stage of economic and social development to another far more sophisticated one - - a move that would involve difficult problems of social adjustment as well as problems of adjusting to a different job.

Other programs in Canada with mobility aspects include specific projects: the Edsen, Alberta rural development program; the Newfoundland Resettlement Program; the ARDA community pasture and farm consolidation program; and the St. Joseph relocation project in New Brunswick.

C Recommendations

D Major Responsibility

19. *Geographic mobility is a recognized adjustment mechanism for socio-economic mobility. When used with care, mobility can be a positive force to human adjustment; if haphazard, it can lead to disruption of one's life thus creating social and personal problems of various kinds. Hence there is a need to develop a comprehensive mobility strategy, involving the following components:*

- (1) Pre-move projects concerning information, motivation and counselling to prospective migrants and donor communities;*
- (2) Pre-move preparation for migrants in training, life skills and attitudinal change for the move;*
- (3) Pre-move projects to donor communities respecting social and economic effect of population loss, and for co-ordination;*
- (4) Pre-move projects to receiving communities concerning the effect of increased population on the economy, the institutions and services, the need for adaptive services, the need to talk to management regarding the new migrants, as well as the need to provide liaison with the mass media, the public transportation and telephone systems;*

*Cost-shared funding with federal and provincial inputs, plus co-ordination with Canada Manpower, National Health and Welfare, DREE, Canadian Council on Social Development, and provincial agencies (particularly extension divisions of agriculture and the universities)*

Recommendations

Major Responsibility

(5) Actual move assistance and (6) Post-move assistance to migrants in receiving community including counselling, home visiting and general introduction to the new community and new life style; (7) It is also recommended that an evaluation of all relocation projects be carried out with a view to developing viable guidelines and techniques.

Mobility preparedness and social adjustment are complex inputs that require the co-ordinated efforts of many federal and provincial agencies. DREE can play the role of co-ordinator in designated areas as well as fund giver to suitable agencies.

20. Assist in the establishment of small group homes (or social orientation centres) in the major cities of Canada, designed to assist young migrants (particularly of Native ancestry) to urban areas who are coming for education, training or employment, (The Najiwan Social Orientation Centre for young girls was recently established in Toronto as a pilot project; it was paid for by the federal government, but administered by a professional team in the YWCA. An advisory board, including representation from migrants, provides a useful sounding board for planning and programming ideas. A U.S.A. example is the Social Orientation Centre in Seattle, Washington, operated by the Bureau of Indian Affairs in cooperation with Manpower and other agencies.)

Administered by the YWCA, but funded by National Health and Welfare

Cooperation by various counselling, placement and training agencies.



Recommendations

Major Responsibility

21. We should ensure that transition centre development (i.e. centres serving a socio-economic adjustment function from a traditional environment to a more industrial one) include programs for both continuity and change, and therefore some opportunity of free choice. For DREE this means providing services for people to stay in transition centres as well as pre-move, during, and post-move counselling services for out-migrants. For Canada Manpower, this is an opportunity to enhance its placement, counselling and follow-up services.

Canada Manpower

DREE

Guide to SHAB's Role in the Department of Regional  
Economic Expansion

22. *As a consequence of the Task Force experience a brief set of guidelines is proposed for an enlarged role of Social and Human Analysis Branch, Planning Division, DREE. These include:*
- (1) *Because of the lack of accessible data to determine program gaps in government, SHAB should offer a service to other government departments to undertake a systematic evaluation of their respective programs according to some agreed-upon model.*
  - (2) *Design demonstration projects of an interdisciplinary nature to assist people in small communities and limited economic potential to more adequately cope with their socio-economic adjustment to the modern world.*
  - (3) *Contribute to a feasibility study of establishing a planned model community in northern environments adjacent to natural resources, in co-operation with the Department of Energy, Mines and Resources, and the new Department of Environment.*
  - (4) *Adapt relevant approaches used in other countries to assist indigenous and other disadvantaged peoples in socio-economic development. Suggested areas of study include USA, USSR, Mexico, Israel, France, Peru, Africa, Japan, and New Zealand.*
  - (5) *Undertake to assist in joint projects with CBC, NFB, Information Canada, private television and radio stations, the press and drama groups to determine techniques and approaches which can develop realistic contacts and interventions with disadvantaged target populations.*

- (6) *Develop program proposals for receiving communities concerning the adjustment of disadvantaged rural migrants, including the Natives.*
- (7) *Undertake studies to find the relationship between the impact of social infrastructure (libraries, recreation facilities, community centres) on facilitating adjustment of the workforce.*
- (8) *Undertake a comparative systematic survey of cross-cultural values in the Canadian context. At the same time, stimulate and support the preservation of indigenous arts, crafts and history through film, sound tape, video-tape, and publication. Purpose" to assist DREE planners in understanding indigenous peoples."*

R E L E V A N T R E C O M M E N D A T I O N S  
T O D R E E

Of the 22 recommendations noted above, 16 have direct relevance to the objectives of the Department of Regional Economic Expansion. Briefly these include the following numbered items:

- R4. *Stimulate the development of local area planning councils to assist in bridging the knowledge gap in information and communication;*
- R5. *Improve transportation facilities to major growth centres;*
- R6. *Continue to provide grants to industry to locate in the specially disadvantaged areas;*
- R7. *Provide capital grants, loans and guarantees to small but viable business enterprises sponsored by local development bodies.*
- R8. *Provide capital grants and long term loans to local government bodies for physical infrastructure and social capital located within economically viable areas.*
- R9. *Establish a special Federal Government loan and guarantee fund for assisting small but commercially viable businesses.*
- R11. *Provide facilities for basic literacy training and educational upgrading courses for adults not in the labour force, as well as retrieval programs for young adult drop-outs.*
- R12. *Encourage the development of new programs for the retraining of the underemployed and unemployed (wives included) together with meaningful counselling techniques.*
- R13. *Provide more adequate interface of training programs with jobs.*

- R14. *Provide management training courses and follow-up consultation as a prerequisite to any small business enterprise receiving government incentive loans or grants for development.*
- R15. *Assist in equipping central development agencies with the latest in modern outreach counselling devices and techniques, including special aides such as mobile training and information units, socio-drama and the like.*
- R16. *Consider life skills as a prerequisite to vocational and management training for adults, to be applied on a family unit basis as much as possible.*
- R18. *Provide access to inexpensive low cost housing (both rental and purchase) to the lowest income groups in remote areas, along with home management services.*
- R19. *Develop a comprehensive mobility strategy as a means of providing disadvantaged adults with upward movement along social, economic, occupational, and geographic dimensions. The strategy components should include a total set of inputs: pre-move counselling to the migrant family as well as to the receiving communities; assistance during the actual move; and post-move assistance in terms of follow-up counselling, home visiting, and general orientation to the new life style.*
- R21. *Transition centres should serve a socio-economic adjustment function for transition from a traditional environment to a more industrial one, with built-in programs for both continuity and change.*

R22. *Adopt an enlarged role for the Social and Human Analysis Branch, DREE, in inter-departmental evaluation; initiate special pilot projects to assist small communities with limited economic potentials; contribute to the feasibility of planned cities in northern environments; adapt relevant international experience to the Canadian scene; undertake joint communications projects with other federal departments; develop program proposals for receiving communities concerning adjustment of migrants; undertake studies to find the relationship between social capital and the workforce; undertake a comparative survey of cross-cultural values including the stimulating and preservation of indigenous arts, crafts and history; develop culture-fair aptitude tests; and assist in projects which manipulate consumer patterns, dietary budgeting, leisure time utilization, with special attention on the housewife.*

Most of the 16 recommendations concerning DREE involve other federal and provincial departments, and consequently require close co-ordination as a general developmental strategy. This means that linkages must be established and continually reinforced among the respective team agencies.

The willingness to co-operate requires the recognition of total planning, the commitment of funds and staff to specific program inputs, and the foresight to provide for both continuity and change. The latter implies some system of evaluation which can serve a dual purpose of monitoring progress and periodically adapting the program to the changing needs of the target population.

More ways will have to be found to get increased co-ordination between departments. This may require such devices as the establishment of interdepartmental committees (such as the present rather dormant Interdepartmental Committee on Indian Ancestry), interdisciplinary task forces, the creation of some field staff in strategically scattered development areas, more sensitivity to federal-provincial and local area relations, and in some cases reorganizing departments to permit more moveable boundaries.

Time is an important factor in the development strategy. When existing programs do not meet existing problems (such as with the general inapplicability of OTA programs to illiterate adults), then it is time for DREE to provide a gap-filling role as it has been doing under an ARDA program in Saskatchewan. The ARDA program today continues to be a useful and flexible instrument in socio-economic development.

Six other recommendations are not directly related to the objectives of the Department of Regional Economic Expansion, but nevertheless are important to make DREE's work more effective in socio-economic development. These include the following:

- R1. *Provide for technological improvements to radio and television networks including the adaptation of special children's television projects such as "Sesame Street" for adult audiences as a facilitator for socio-economic development.*
- R2. *Plan excursions for isolated labour force members wives to industries and outside communities as an aid in preparing local people for new opportunities.*
- R3. *Increase the number of professional and para-professionals in the field for both the development of disadvantaged peoples and for the preparation of their adjustment to the urban environment.*

- R10. *Assist the provinces in areas of identified need to improve the quality of education in public and high schools.*
- R17. *Provide a more effective dietary counselling service to wives of potential members of the workforce taking courses, an extension of the Health Workers program for people of Indian ancestry, the establishing of family counselling and day care centres, the development of rehabilitation services for the treatment of alcoholism, and the extension of provincial professional welfare services to Native peoples.*
- R20. *Assist in the establishment of small group homes or social orientation centres in the major cities of Canada, designed to assist young migrants (particularly of Native ancestry) to urban areas.*



### FUTURE OF THE TASK FORCE

Finally, we wish to propose a revised role for the Task Force. (We are aware of the existence of other Task Forces, and see the need to avoid duplication of them).

### Functions

It is recommended that the Task Force be continued with responsibility to perform the following functions:

- 1) In response to specific requests, carry out special studies required for industries and businesses in designated regions, special areas and other areas for which grants have been approved by the Incentives Division of DREE by
  - a) Reviewing in co-operation with the company, other federal and provincial departments or agencies, the specific manpower needs, resources, and adjustment programs available;
  - b) Preparing specific recommendations for the Operations Division of DREE for socio-economic implementation of specific projects and programs; and
  - c) Engaging members of the Task Force or consultants to carry out these studies.

- 2) To identify and develop data for input to the DREE Social Data Bank.
- 3) To prepare program proposals of social adjustment programs for implementation in disadvantaged regions as required; e.g. communication program at The Pas, Manitoba.
- 4) To co-ordinate the Branch activities related to Native peoples, recommend priorities and objectives.
- 5) To review proposals from Native organizations and recommend dispositions of same.

#### Organizational Recommendations

1. The standing committee consist of a small core: Chairman, Secretary, and perhaps two other members.
2. The membership, in addition to the "core group", change in accordance with the needs and priorities.
3. Additional people for the Task Force be invited for temporary membership as needed.

